SUSTAINABLE TOURISM AND ITS ROLE IN ACHIEVING USAID OBJECTIVES

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CONTENTS

ACRONYMS

AECI	Spanish Agency for International Cooperation
AMIR	Market-Friendly Initiatives and Results Program
ANDAH	Asociacion Nacional de Acuicultores de Honduras
AOP	Annual Operation Plans
ARD	Associates in Rural Development
ASK	Amigos de Sian Ka'an A.C.
AWF	African Wildlife Federation
BCEG	Biodiversity Conservation and Economic Growth
BIOFOR	Biodiversity and Sustainable Forestry
CARPE	Central African Regional Program for the Environment
CBEP	Community-Based Ecotourism Project
CBNRM	Community Based Natural Resource Management
CCI	Croatian Competitiveness Initiative
CI	Conservation International
CIDA	Canadian International Development Organization
CMP	Coastal Management Partnership
CORE	Conservation of Resources through Enterprise
CPS	College of Professional Studies
CRC	Coastal Resources Center
CSD7	United Nations Commission on Sustainable Development
CWIP	Coastal Water Quality Improvement Project
DANIDA	Danish International Development Agency
DANTEI	Development Assistance Network for Tourism Enhancement and Investment
DFID	Department for International Development
DHCA	Democracy, Conflict and Humanitarian Assistance
EAST	Environmental Audits for Sustainable Tourism
EGAT	Economic Growth, Agriculture and Trade
EU	European Union
FORIG	Forestry Research Institute of Ghana
GDA	Global Development Alliance
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GIS	Geographic Information System
GTB	Ghana Tourist Board
GTZ	German Technical Cooperation
GWU	George Washington University
ICM	Integrated Coastal Management
ICM	Integrated Coastal Management
IDB	Inter-American Development Bank
IDC	Italian Development Cooperation
IFC	International Finance Corporation
ILO	International Labor Organization
IMF	International Monetary Fund

IQC	Indefinite Quantity Contract
IUCN	World Conservation Union
JTB	Jordanian Tourist Board
LIFE	Living in a Finite Environment
MAWRD	Ministry of Agriculture, Water, and Rural Development
MCA	Milennium Challenge Account
MDG	Millennium Development Goals
MET	Minister of Environment and Tourism
MICE	Meetings, Incentives, Conferences, and Exhibits
NASCO	Namibian Association of CBNRM Support Organizations
NBSSI	National Board of Small Scale Industries
NCRC	Nature Conservation Research Center
NEMC	National Environment Management Council
NETSAP	National Ecotourism Strategy and Action Plan
NEW Group	National Ecotourism Working Group
NGO	Non-Governmental Organization
NOAA	National Atmospheric and Oceanic Association
NRIC	Natural Resources Information Clearinghouse
NRM	Natural Resources Management
OECD	Organization for Economic Cooperation and Development
OET	Protected Areas and Ecological Zoning Programs
PGRC	Plant Genetics Resource Center
PiP	Parks in Peril
R2RW	Ridge to Reef Watershed Project
RSCN	Royal Society for the Conservation of Nature
SDC	Swiss Agency for Development and Cooperation
SNV	Netherlands Development Organization
TBNRM	Greater Limpopo Transboundary Natural Resources Management
TCMP	Tanzania Coastal Management Partnership
TIES	The International Ecotourism Society
TMT	Tourism Management Teams
TNC	The Nature Conservancy
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
URI	University of Rhode Island
USAID	United States Agency for International Development
USG	United States Government
UWCA	Upper West Commerce Association
WCS	Wildlife Conservation Society
WSSD	World Summit on Sustainable Tourism
WTO	World Tourism Organization
WTTC	World Travel and Tourism Council

I. Introduction

Increasingly over recent years, individual offices within USAID's Bureau for Economic Growth, Agriculture and Trade (EGAT) have been responding to queries from Missions about how they can use sustainable tourism to help achieve the Agency's core development objectives.

In response to the growing demand for information, EGAT's Office of Natural Resources Management (NRM) has embarked on a cross-agency, cross-sectoral program to assist Missions in designing and implementing sustainable tourism activities to achieve biodiversity conservation, natural resources management, economic growth and poverty reduction, and address other important cross-cutting issues such as gender equity, health, and local governance.

This paper provides an overview and broad understanding of tourism's contribution to the world economy, and its existing and potential use to address global development issues. It describes major ongoing initiatives by various international organizations and U.S. federal agencies, and offers a more detailed synopsis of USAID's recent portfolio of projects that have addressed either tourism as a primary objective or as a sub-component of another objective. Some of these projects have been selected for further analysis to highlight various interventions, their outcomes, reasons for success, and lessons learned. The report gives examples of methods and tools that have been used successfully to enhance the design, execution, monitoring and evaluation of sustainable tourism related projects. Lastly, it identifies and assesses additional opportunities and provides recommendations for future Agency endeavors.

Annex 1 and 2 include profiles for each of the selected USAID projects cited in the text. Annex 3 contains useful sources of reference for additional information on sustainable tourism.

II. Sustainable Tourism and Development

A. Tourism and the World Economy

Tourism, in all of its forms, is arguably the largest industry in the world, having grown rapidly and almost continuously for the last twenty years. Estimates for 2004 show suggest that the travel and tourism sector will generate a combined Gross Domestic Product (GDP) of $1,542 billion and 73.7 million jobs directly, while the broader travel and tourism economy (which also includes indirect impacts) is expected to total $4,218 billion—equivalent to 10.4 percent of the world's GDP—and account for 214.7 million jobs, or 8.1 percent of the world's employment. Moreover, an annual real growth rate of 5.9 percent in total demand is forecast over the next ten years.[1]

The growth of the international tourism industry has been particularly important to poorer countries. Between 1990 and 2000, international tourism receipts increased 49 percent in European Union countries and 64 percent in countries within the Organization for Economic Cooperation and Development (OECD), as compared with 133 percent in developing countries and 154 percent in the smaller subset of least developed countries. During that decade, the

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[1] World Travel and Tourism Council, 2004.

developing countries increased their relative share of international tourist arrivals from 25 to 42 percent. During the current decade (2000–2010), the World Travel and Tourism Organization forecasts that the number of international visitor arrivals will grow five times more rapidly in developing countries than in more established destination markets such as Europe and North America. [2]

Tourism receipts have become critically important to the balance of payments and economic welfare of many poorer countries. In 2000, for example, if petroleum industry exports are excluded, tourism was the combined primary source of foreign exchange earnings for the 49 least developed countries.[3]

As a consequence of this rapid growth, many developing nations increasingly regard tourism as key to their pursuit of economic growth, and request that development assistance agencies give it higher priority in their programs. The agencies have been increasingly interested because of the sector's potential to help achieve many of their own development goals. Tourism provides various opportunities to diversify a local economy and support the formation of micro and small enterprises, many of which are owned by women. These enterprises promote better lives for poor entrepreneurs, especially in rural areas where there may be few other livelihood options. Tourism is generally labor intensive and requires differing levels of skills and training, thus employing a relatively higher proportion of women and youth than most other sectors. It introduces technology and basic infrastructure and strengthens linkages with the outside world. Also, if wisely planned, tourism can improve local governance, natural resources management, biodiversity conservation and other important development goals.

B. Tourism and International Development Goals

The impetus for many of the current initiatives in tourism and international development stems from Agenda 21, a comprehensive program of action for attaining "sustainable development" in the 21st century. The agenda was adopted by over 180 national governments at the United Nations Conference on Environment and Development in Rio de Janeiro in 1992.

Certain key themes provide the foundation for the program, at least three of which are relevant to this paper. The first is the need for partnerships between the public and private sectors. A second is the need for maintaining quality of life without compromising the future well-being of the people or the planet, and a third is the need to establish systems for integrating economic and environmental accounting, with emphasis on preserving environmental sustainability. Since then, many countries have adopted the concept of sustainability as a fundamental development policy.

In 1995, the tourism industry took action to further define the relevancy of Agenda 21 with regard to its own activities. The World Travel and Tourism Council (WTTC), World Tourism Organization (WTO), and the Earth Council jointly launched an initiative entitled *Agenda 21 for the Travel and Tourism Industry: Towards Environmentally Sustainable Development*, which presents a plan of action for achieving sectoral goals.[4]

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[2] World Tourism Organization, 2002.
[3] Only three of the LDCs—Angola, Equatorial Guinea, and Yemen—had significant petroleum exports. *Ibid.*
[4] http://www.wttc.org/promote/agenda21.htm.

It was not until 1999, at the 7th Session of the United Nations Commission on Sustainable Development (CSD7), that increased emphasis was placed on the economic and social aspects of sustainable development, especially in relation to poverty reduction. The Commission urged governments to "maximize the potential for tourism for eradicating poverty by developing appropriate strategies in cooperation with all major groups, indigenous and local communities."[5]

This theme was emphasized by the 49 least developed countries in a 2001 conference held in Gran Canaria, Spain. The ensuing *Canary Islands Declaration on Tourism in the least developed countries* states that "for a large majority of least developed countries, tourism development can be an avenue to increase participation in the global economy, alleviate poverty, and achieve socio-economic progress", in addition to reducing gender inequality and protecting natural and cultural heritage.[6]

In the International Year of Ecotourism, and ten years after the Rio Earth Summit, the World Summit on Sustainable Development (WSSD) was held in Johannesburg in 2002. Its purpose was to assess progress towards achieving Agenda 21, as well as to set priorities, targets and timetables for the UN Millennium Development Goals (MDGs) that were passed unanimously by Member States in September 2000.[7] These eight goals focus on achieving sustainable development through poverty eradication, and address issues such as gender equality, health, environmental sustainability and a global development partnership.

WSSD's priority goal is to halve the number of people living in extreme poverty and hunger by 2015. Considering that an estimated one-sixth of the world's population—approximately 1.2 billion persons, comprising mostly women and children—currently live in such conditions, this is an ambitious goal. It is one, however, that is being actively pursued by the international development assistance community. Given that twelve countries account for 80 percent of the targeted population, eleven of which have a significant and growing tourism sector[8], it also is widely acknowledged that alleviating poverty will rely increasingly upon growth in the tourism sector.

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[5] Text agreed in Drafting Group on Tourism and Sustainable Development, UN CSD7, April 1999. WTO, 2002.
[6] Third United Nations Conference on the least developed countries, UN General Assembly A/CONF.191/BP/4, April 5, 2001.
[7] UN General Assembly resolution 55/2, September 8, 2000. See http://www.developmentgoals.org/.
[8] Department for International Development, 1999.

C. What is Sustainable Tourism?

The World Tourism Organization defines "tourism" as comprising the activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for the purpose of leisure, business, and other purposes. As such, it includes all reasons for travel—business trips, visits to relatives, vacations—and domestic as well as international tourism.

The term "sustainable tourism" can mean different things to different people, often according to the perspective of the individual stakeholder. The private tourism industry views it largely in economic and marketing terms—how can the tourism market be sustained and grow over the long term? The local community may see it in terms of socioeconomic benefits and cultural preservation—how can tourism help to sustain a community and its culture rather than degrade them? An environmental non-governmental organization (NGO) would have more of an ecological perspective—how can tourism help to sustain, rather than mar, natural systems?

Until recently, the WTO defined "sustainable tourism" as follows:

> Sustainable tourism development meets the needs of present tourists and host regions while protecting and enhancing opportunities for the future. It is envisaged as leading to management of all resources in such a way that economic, social, and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity, and life support systems.[9]

At the March 2004 meeting of its Committee on Sustainable Development of Tourism, the WTO agreed to revise its definition to better reflect the sustainability issues in tourism that emanated from the WSSD. The new conceptual definition, according to the WTO, emphasizes the balance between environmental, social, and economic aspects of tourism; the need to implement sustainability principles in all segments of tourism; and global aims such as poverty reduction.

The new "sustainable development of tourism conceptual definition" is as follows:

> Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments. Sustainability principles refer to the environmental, economic, and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability. Thus, sustainable tourism should:
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> 1. Make optimal use of environmental resources that constitute a key element in tourism development, maintaining essential ecological processes, and helping to conserve natural heritage and biodiversity.
> 2. Respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance.

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[9] World Tourism Organization, 1998.

3. Ensure viable, long-term economic operations, providing socio-economic benefits to all stakeholders that are fairly distributed, including stable employment and income-earning opportunities and social services to host communities, and contributing to poverty alleviation.

Sustainable tourism development requires the informed participation of all relevant stakeholders, as well as strong political leadership to ensure wide participation and consensus building. Achieving sustainable tourism is a continuous process and it requires constant monitoring of impacts, introducing the necessary preventive and/or corrective measures whenever necessary.

Sustainable tourism should also maintain a high level of tourist satisfaction and ensure a meaningful experience to the tourists, raising their awareness about sustainability and promoting sustainable tourism practices amongst them.[10]

The new version makes some valid and important points: that sustainability should be sought in all landscapes, whether urban or rural, in traditional resort or eco-camp; that community acceptance, engagement, and benefit are critical; and that the "uniqueness of place" is protected to the fullest extent feasible.

D. International Initiatives in Sustainable Tourism

Since the passage of the UN Millennium Development Goals in 2000, major multilateral and bilateral aid programs have focused increasingly on poverty reduction. Also, increasingly, attention has been paid to utilizing the potential of tourism as a means of achieving this objective. With the notable exception of the European Community, however, donor agencies have for the most part not demarcated stand-alone programs, but rather have incorporated sustainable tourism as a tool in achieving broader goals.

Major new initiatives have been introduced by the current USG Administration, for example, that are designed to stimulate economic growth and promote good governance. Over the past two years, the Millennium Challenge Account (MCA) has gone from announcement to implementation, with the first sixteen countries selected in May, 2004. Its purpose is to provide special assistance to 'threshold' countries – those that have demonstrated a commitment to economic growth and poverty reduction – through a compact that provides for continuous improvement and performance. It is anticipated that some of these candidate countries will likely identify tourism as one of the sectors for funding assistance.

USAID's new Global Development Alliance (GDA) is supporting alliances that bring new partners, innovations and resources of governments, businesses and civic society by forging public-private partnerships to improve the quality and extent of assistance through creative new approaches and more effective problem-solving. GDA provides the opportunity of assembling powerful, targeted partnerships to address some of the major issues and challenges facing tourism.

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[10] http://www.world-tourism.org/sustainable/top/contents.htm

USAID has reorganized to more closely reflect new initiatives and programs. Three new pillar bureaus have been established, relating to Economic Growth, Agriculture and Trade (EGAT), Democracy, Conflict and Humanitarian Assistance (DHCA), and Global Health. The EGAT Bureau, especially, will serve as the major arm for economic growth, poverty reduction and the environment, helping to equip institutions and people with the knowledge and skills to build equitable and sustainable economies and societies. It is expanding its capacity to provide field support mechanisms that are more responsive to the needs of USAID Field Missions. For example, in addition to the development of sustainable tourism training modules, a new private sector competitive and a financial sector strategy for development programs are being designed to provide Missions with better tools. The recent formation of an ad hoc group within EGAT, focusing on sustainable tourism and having affiliations with other donor assistance agencies, has significantly enhanced the Agency's capability to pool expertise and resources.

III. USAID's Sustainable Tourism Portfolio

A. Overview

Since the year 2000, USAID has implemented almost one hundred projects in 72 countries that either specifically relate to the tourism sector or else utilize tourism as a component for achieving other, broader objectives (see Table 1.). While all, to a greater or lesser extent, address economic growth and poverty reduction issues, their emphasis varies according to different USAID regional priorities. In Sub-Saharan Africa, for instance, projects relating to community-based natural resources management and biodiversity conservation are common. In Latin America, many projects have focused on environmental conservation through strengthening national parks, cultural preservation, and coastal management. Projects directly pertaining to growth of the overall economy are prevalent in Europe and Eurasia, while Asia and the Near East have several projects that specifically address competitiveness aspects of the tourism sector. Unfortunately, since the large majority of tourism-related activities is embedded within broader programs, related funding levels are impossible to ascertain with any accuracy.

Table 1. Number of USAID Projects with a Tourism Component by Major Development Objective, 2000-2004

Region	Major Development Objective				
	Tourism Sector Specific	Natural Resources Management	Biodiversity Conservation	Economic Development	TOTAL
Sub-Saharan Africa	3	14	7	4	28
Asia and Near East	11	5	2	3	21
Europe and Eurasia	1	1	3	7	12
Latin America and Caribbean	3	9	21	4	37
TOTAL	**18**	**29**	**33**	**18**	**98**

One of USAID's primary goals is the promotion of economic growth and improvement of livelihoods by assisting and empowering local populations. As such, a number of recent projects directly address strengthening local economies through a cluster-based competitiveness approach, reflecting the need for supportive and integrative mechanisms to weave tourism into the larger economy.

B. Economic Growth

The cluster-based competitiveness approach is widely used, with total initiatives by 2004 amounting to almost $58 million in 26 countries. The concept is that product quality, international competitiveness, and hence sustainability, increase as linkages and synergies in a local economy become stronger and more dynamic. Several clusters are normally chosen within a country, with tourism increasingly selected as an area of focus.

USAID began its first large-scale cluster-based competitiveness approach in Lebanon in 1998, focusing on agriculture and tourism. Although an economic boom had been stimulated by foreign investment on the part of major hospitality firms, it was considered unlikely that this boom would continue without a broader, proactive strategy for sustainable tourism in the country. Activities initiated to date include a national marketing venture, hospitality worker training, rural tourism development initiatives such as creating a forum for tourism industry stakeholders and identifying priorities, and an integrated marketing and packaging plan for the Chouf region.

The Sri Lanka Competitiveness Initiative (Annex A.10) is a broad-based program working with several industry clusters including ceramics, coconut fiber, jewelry, and tourism. The tourism cluster was formed in April 2000, with a primary objective to develop and implement a strategy for industry competitiveness that would increase average tourism expenditures and position Sri Lanka as a recognized destination for sustainable, differentiated products and services. Ecotourism was introduced as a new approach to broadening the tourism market, and a self-funding, private sector-led, Tourism Promotion Authority was created.

Other examples of competitiveness initiatives include Mongolia (with a portfolio of clusters relating to cashmere and tourism), the Dominican Republic (horticulture, traditional tourism and ecotourism), Croatia (wood products and tourism), and Bulgaria (ecotourism and traditional tourism).

These initiatives are locally driven by the private sector itself, not USAID, through a participatory strategic planning process. Critical to success is a recognition that companies need to collaborate in order to compete. Since all of the projects are recent, it is still too early to fully gauge their long-term level of success. As with most other development mechanisms, the competitiveness approach will take time to lead to substantial economic growth.

A logical and close extension to a competitiveness initiative approach is destination management. A tourism destination can be described as a place or region that provides a uniqueness of place, product, and experience. A sustainable tourism destination—the type that USAID strives to support—is a place or region that remains competitive in a global market place through adequate and thorough planning, development, packaging, and delivery to the

most appropriate client markets, while maintaining (or preferably enhancing) the environmental integrity and community well-being of that destination.

To name a few such initiatives, USAID funding has enabled Sri Lanka to develop tourism destination marketing. Additional destination markets, including the Red Sea and Eastern Desert regions, have been given technical assistance so that Egypt (Annex A.3) can complement its traditional archaeological market in the Nile Valley to help alleviate growth pressures along that corridor. The Rila National Park in Bulgaria (Annex A.1) has established a centralized destination management center to serve the tourism industry with regional hotel reservations, marketing, and coordination of activities.

An interesting next step is now in progress in Jamaica (Annex A.5), where a relatively poor area, Portland Parish, is seeking international certification through Green Globe as an environmentally responsible destination. This effort is being implemented through a local, public-private affiliation that represents all segments of the community, with full support from the Jamaican Government.

The Jamaica program, like the recent Egyptian Environmental Policy Program, exemplifies an integrated project approach. All three projects in USAID/Jamaica's environment portfolio—the Environmental Audits for Sustainable Tourism (EAST) project, the Coastal Water Quality Improvement Project (CWIP), and the Ridge to Reef Watershed Project (R2RW)—have combined efforts to provide an overall environmental management platform for assistance in attaining destination status. This effort is also an example of cross-sectoral support within USAID for achieving related objectives.

Agency projects that have embraced tourism as a component for supporting economic growth range from a bed and breakfast network in Armenia to a tourism marketing web site for Mongolia to a new national tourism strategy for Jordan (Annex A.6) that was adopted officially in September 2004. Even with the single focus of promoting economic growth, tourism has proven to be a versatile and useful tool for reducing poverty.

While supporting economic growth and competitiveness is important, it is also critical to help protect and enhance the natural resources that the world's poor rely on. Many of USAID's tourism activities are capitalizing on increasing interest among travelers in niche markets to promote projects that support more widely applicable, community-based, natural resources management, and biodiversity protection objectives.

C. Natural Resources Management and Biodiversity Conservation

Because many of the world's poor depend directly on the environment for their livelihoods—through agriculture, forestry or fisheries—much of the Agency's work focuses on sustainable use of natural resources in four key areas: land resources management, biodiversity, forestry, and water. Sustainable tourism is often used as a mechanism for furthering this work by improving management and generating increased revenue.

Since the mid-1980s, several countries, including Zambia, Zimbabwe, Botswana, and Namibia, have initiated community-based natural resources management (CBNRM) programs. The intent

has been rural empowerment, local governance, wildlife conservation, and biodiversity protection.

Two-thirds of Namibia's 1.7 million people live in impoverished rural areas and are directly dependent upon natural resources for their economic well being. Severe droughts and heavy poaching in the country caused wildlife numbers to drop dramatically in the 1980s, with adverse consequences for tourism enterprises and ecosystem stability. In 1993, with USAID and World Wildlife Fund assistance, newly enacted legislation allowed communities to have rights over wildlife if community members could meet the standards to register as a conservancy (a type of community-based management institution). Once conservancies were established, the community received assistance in adopting effective game management practices, negotiating with the private sector, and benefiting from tourism revenues. As a result, wildlife numbers have increased significantly, and many communities derive income from handicraft sales, trophy hunting contracts, and game meat distributions. Some 31 communal area conservancies now exist, with an additional ten approaching registration and forty more in the process of formation. These activities were undertaken under Namibia's Living in a Finite Environment (LIFE) project (see Annex A.9). Wildlife tourism continues to be a central means to diversify the country's economy, and has become Namibia's third highest contributor to GDP.

In Kenya, through the Conservation of Resources through Enterprise (CORE) program, USAID and its partners help local communities learn to manage natural resources and implement enterprises that provide local benefits. Conservation areas, named 'group ranches', have been established that have substantially improved habitats previously overgrazed and badly degraded. Through ecotourism facilities within the group ranches, and women's groups engaged in related enterprises, the communities are receiving revenues to provide not only for their personal well-being, but also to develop community facilities such as clinics.

The Community Based Ecotourism Project (CBEP) in Ghana juxtaposes natural resource management, cultural and historic preservation, and community livelihood enhancement. Fourteen ecotourism sites, encompassing wildlife sanctuaries, artisan markets, and sacred cultural sites, are developed and promoted through the CBEP program. Project interventions include placement of directional signs, construction and retrofitting of interpretive centers and park facilities, trail rehabilitation, biodiversity inventories, hospitality and entrepreneurial trainings, mass marketing, and furnishing emergency equipment and office supplies. Numerous community development projects have benefited from the revenue of these ecotourism sites, including the construction of a primary school, academic scholarships, and the international promotion of female artisan cooperatives and their handicrafts.

The Greater Limpopo Transboundary Natural Resources Management (TBNRM) Initiative straddles the borders of South Africa, Mozambique, and Zimbabwe. Its purpose is to increase collaboration among the three countries for the sustainable management of shared resources, in order to achieve social and economic development for communities within the region. A Bush-Beach Ecotourism Circuit has been established, which draws on the existing demand for coastal tourism in Mozambique with an added bush safari component. It is anticipated that up to 16,000 jobs may be created over the next five years. Mozambique has also just begun a new tourism project focused on the north coast to develop economic growth and protect the fragile coastal ecosystem.

In Jordan, USAID, GEF, and other donors have partnered with the Royal Society for the Conservation of Nature (RSCN, a Jordanian private sector NGO) to implement a community-based approach for achieving protected area management and poverty reduction in rural areas. Tourism services and nature-based craft enterprises have been established in the Dana Nature Reserve in southern Jordan, the Azraq Oasis in the Eastern Desert, and the Mujib Reserve next to the Dead Sea, and Wadi Rum. More than 3,000 residents are receiving direct or indirect benefits. The initiative has also greatly assisted biodiversity conservation through the establishment and management of protected areas and enforcement of wildlife laws.

Many of the 1.2 billion people worldwide living in extreme poverty (less than U.S. $1 per day) depend on forests for some part of their livelihood. Yet, forest management plans approved by concerned governments only cover six percent of forested areas in developing countries as compared with 89 percent in developed countries. Through non-sustainable harvesting practices, the world's forests have lost millions of acres.

USAID, in partnership with other U.S. agencies, supports efforts to improve the management of forests and promote sustainable social and economic development. The Agency's Central African Regional Program for the Environment (CARPE) assists the Congo Basin Forest Partnership, launched at the WSSD in 2002, which addresses 700,000 square miles in six countries. The program supports a network for national parks and protected areas, well-managed forestry concessions, and assistance to communities.

USAID, the private sector, NGOs and government agencies have joined forces under the Sustainable Forest Products Global Alliance to encourage responsible forestry practices and reduce illegal trade in forest products. Through this and other affiliations, the Agency worked with 147 major partners in 2003.

The President's Initiative Against Illegal Logging, led by the U.S. Department of State, was launched in July 2003. USAID's Forestry Team has a lead coordinating role in identifying new, appropriate activities to support this and other initiatives that not only strengthen local governance through community-managed forestry operations but also greater biodiversity protection. Nature-based tourism can contribute positively toward such protection through heightened awareness of biological resources and the generation of alternative income-producing opportunities.

The Agency supports nature-based tourism as part of its biodiversity conservation programs in more than a dozen countries worldwide. In Nepal, Madagascar, and through the Regional Office in Thailand, USAID has supported integrated conservation and development activities to promote new livelihoods—including nature tourism-based employment—as alternatives to encroachment into protected national parks for hunting, logging, and farming.

The Central American *Paseo Pantera* ("Panther Walk") has helped establish national nature tourism councils in Guatemala and Honduras to involve local communities and tourism enterprises. The councils also enlist international conservation organizations as advisors to promote green, self-sustaining tourism activities.

The Parks in Peril (PiP) Program began in 1990 as an urgent effort by USAID and The Nature Conservancy to safeguard the most imperiled natural ecosystems, communities, and species in the Latin America and Caribbean Region. The Program builds local capacity to conserve and manage biodiversity in threatened national parks and reserves of global biological significance. Since 1990, PiP has initiated consolidation activities in 45 conservation areas on about 40 million hectares in 17 countries in Latin America and the Caribbean. On-site protection is ensured for an array of major habitats, natural communities, and species in some of the most biologically rich and threatened 'hot spots' in the world. As its core strategy, PiP strengthens local partner organizations at these sites, building a sustainable capacity to conserve biological diversity. One example of a Parks in Peril success is Panama's Darien Biosphere Reserve, where community forest management practices have improved while generating income through nature-based cultural tourism.

Other recent initiatives, such as conservation of the Mountain Gorilla Habitat Conservation Project in Africa, hold promise for future nature-based tourism activities. The gorilla is listed on the IUCN[11] Red List of Threatened Species, with its habitat overlapping some of the poorest and most conflict-ridden areas of the world. As a consequence, direct anthropogenic threats for the gorilla include loss of habitat through rapid agricultural expansion and slaughter for meat. Despite these circumstances, signs of hope remain. The mountain gorilla populations in Rwanda, the Democratic Republic of Congo, and Uganda have increased by 10 percent during the past ten years (from 320 to approximately 355 individuals). USAID and its partners are promoting regional conservation approaches with an emphasis on trans-boundary coordination, anti-poaching, community participation, economic alternatives, research, and habitat conservation.

Two years of USAID gorilla conservation funding has contributed to the successful establishment and recognition of the Tayna Gorilla Reserve in eastern Democratic Republic of the Congo. Tayna, now officially a private nature reserve and tourist destination managed by local communities, has quickly become a model system in the region for successful community-based conservation.

Coastal resource management and conservation projects in various parts of the world are helping to address existing problems as well as prevent future ones. The Quintana Roo area of the Yucatan Peninsula in Mexico (Annex A.7) has been adversely affected by tourism and associated growth, as well as by port and industrial facilities. Coral reefs, wetlands, and mangroves have been harmed, resulting in beach erosion and subsequent property damage. A joint USAID/Government of Mexico project provided capacity-building in coastal management to conserve critical coastal ecosystems. The approach focused on integrated coastal management (ICM) and the introduction of low-impact tourism. The project promoted participatory co-management, particularly in mariculture and tourism. The Xcalak National Marine Park (17,000 ha) was established in 2000. The introduction of 'no-take' zones and ecological land use ordinances has caused the fish population to rebound. Community extension activities and environmental education have been conducted on a regional basis to promote ICM and low-impact tourism.

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[11] International Union for the Conservation of Nature and Natural Resources.

In Tanzania, a Coastal Management Partnership (CMP) program was implemented to establish effective coastal governance (Annex A.11). Environmental issues include coral reef destruction and coastal erosion, overfishing, loss of mangrove forests, and overuse of the commons. A fifty percent decline in the local prawn catch, for example, has occurred in recent years despite a doubling in trawling effort. In 1998, some 80,000 tons of coral were mined illegally in two regions of the country for lime production. Non-sustainable practices such as these have, not surprisingly, had a deleterious effect upon the welfare of poor coastal communities.

The CMP, which facilitates a participatory, collaborative, and transparent process for public and private stakeholders to conserve and develop coastal ecosystems, addresses improved management of Tanzania's coastal resources. In 2003, coastal tourism investment guidelines were developed together with a tourism management plan for the Kilwa district. Overall, about 12 percent of the country's GDP and more than 150,000 jobs come from the tourism sector.

Under the CMP, natural resource management is promoted through consortia, community outreach, and reward incentives such as the Community Environmental Award Scheme, which is currently implemented in twenty districts. Other ongoing initiatives include the development of nature clubs, "train the trainer" workshops, and negotiation of profitable, conservation-based, economic partnerships between nine rural communities and the private sector.

On Olango Island in the Philippines, USAID funding helped establish a now thriving ecotourism industry. Prior to this development, livelihood alternatives for the approximately 100 families living in the fishing village of Suba were becoming fewer. Fishermen, faced with dwindling catches, often resorted to the illegal use of cyanide to supply the tropical fish aquarium market. Coral reefs were being destroyed by dynamite fishing. A series of workshops was held for community members that explored the possibility of creating a profitable tourist destination based on the presence of an important migratory bird flyway. The Olango Birds and Seascape Tour is now cooperatively managed by 55 local families. Agency support was able to be phased out by the end of the year 2000 because of the success of this community enterprise.

In 1991, Ghana's 360-hectare Kakum National Park was established. The park, which is a biodiversity hotspot, serves as a refuge for several endangered and keystone species including the forest elephant, Diana monkey, and the bongo. An innovative tourist attraction, the Kakum Canopy Walkway, opened in 1995. The "Hidden Connections" interpretive display promotes conservation by educating park visitors about the importance of rainforests and how to protect them. Within six years of its inception, the park was receiving 40,000 tourists annually, generating over $75,000 for park maintenance and community development.

Tourism can play a role in historic and cultural preservation. The Kakum National Park circuit includes several castles dating from the 15th century that are classified as historical World Heritage sites. USAID, in collaboration with Conservation International, has recently undertaken a project that renovated facilities with tourism potential and installed interpretive facilities at two of the castles (Cape Coast and Elmina). The Heritage House and Ato Austin Memorial Gardens, which has housed the British Governor, the subsequent Ghanaian Government, a hospital, and a private residence, has been restored to its original design. This

building is an important destination in Ghana, particularly for domestic visitors. Handcrafted signs and walking tours lead tourists through this historically vibrant region. A training program was undertaken to help local people become public and private sector tourism professionals engaged in familiarization tours, support of local festivals, and the preparation of brochures and maps.

As reflected in several of these projects relating to both economic growth and natural resources management, the provision of funding support, public awareness, and training for community groups and individuals is often crucial to a project's success in meeting such cross-cutting objectives as gender equality and health.

D. Cross-cutting Objectives

Tourism-related activities have been instrumental in advancing USAID's strategic objectives of gender equity and promoting women's role in the development process. For example, as part of Tanzania's Coastal Resource Management program, women's groups have initiated mangrove reforestation projects with the conservation goals of bolstering fish nurseries and decreasing coastal erosion. More productive coastal environments have enabled these groups to harvest seaweed and other marine resources for additional income.

Again, in Tanzania, a group of village women formed the Naisho Women's Group ('Naisho' means "increase" or "multiply" in Maasai) to work toward preserving their culture and alleviating gender inequality and poverty. Seeking to capitalize on a newly paved road to a wildlife corridor, Naisho established the Esilalei Cultural Boma in 1999 as a means of bringing dollars to the village. Beginning in 2001, USAID and the African Wildlife Foundation (AWF) started to work with Naisho on community-based approaches to natural resources management. The women were trained to diversify and raise the quality of their handicrafts. In 2003, an Agency-funded permanent hut for handicraft sales was opened. As a result, Naisho's annual income increased sharply from $400 in 2001 (when USAID support began) to $2,050 in 2003. While appearing small, these earnings are helping to bring development to the village. The future for Naisho looks even brighter. The AWF successfully negotiated with the road contractor to have one of three required public toilets sited directly adjacent to the Boma, together with a speed bump that will slow traffic. The rest stop encourages people to visit the handicraft center and other local facilities, thereby generating tourism revenue for the Naisho.

In many other locations such as Mexico and Botswana, tourism revenue has been used to build women's centers and to promote artisan activities and micro-credit projects. Training and continuing education opportunities for women often accompany growth in the tourism sector.

Micro-funding is extremely important for many women attempting to establish their own enterprises, since traditional forms of funding may not be accessible. Operating through more than 500 implementing partners in 2003, USAID served a record 5.6 million poor clients through loans for micro-enterprises and other purposes valued at $1.3 billion. Some 94 percent of all loans were repaid on time, 65 percent of the clients were women, and 55 percent of the loans were held by very poor clients. More than 3.1 million micro-entrepreneurs, some of them in the tourism sector, received business development services from Agency-assisted institutions, resulting in improved market access, productivity, and earnings. The year 2005 has been

designated by the United Nations as the International Year of Micro-credit in order to recognize its substantial importance for not only alleviating poverty but also promoting gender equity and health.

Tourism initiatives typically contain strong training and education components to assist local populations with acquiring new job skills and adapting to changing local economies. Necessary skills such as hospitality, marketing, public negotiations, and scientifically-based conservation techniques are cross-sectoral themes in tourism training. Over twenty current USAID tourism projects specifically integrate training and capacity building into the project model. As an example, during the 1990s, the Botswana Natural Resources Management Program supported the Ministry of Education in enhancing conservation-based education through teacher education workshops and the revision of primary school curricula. Other workshops addressed community mobilization, enterprise development, and natural resource monitoring. These workshops led to a national conference on community-based natural resource management in July 1999. Finally, the project developed fifty eco-certification and management modules for the Department of Wildlife and National Parks.

Additional examples of enhanced training opportunities come from Ghana, Tanzania, and Jordan. Ghana's Tourism Capacity Development Initiative improved the capacity, quality, and performance of the tourism industry through training in marketing and product development, human resources development (including technical training for tour guides), and institutional capacity development. Train-the-trainer conferences have been held in Tanzania for accomplishing institutional capacity-building among such local conservation organizations as 'Roots and Shoots' (a Jane Goodall project) and Malihai. In Jordan, a grant to the tourism board facilitated a series of workshops on crisis management for an industry adversely impacted by conflict in the Middle East.

Complementing the cross-sectoral projects that affect women in development and education are projects that positively affect human health. As an example, the Andasibe-Matadia National Park in Madagascar was established to protect a 13,075 hectare area that is inhabited by the rare Indri Indri lemur. Revenues from the park have enabled schools and health clinics to be constructed on the park's periphery. Consequently, the rate of primary school education has tripled, and infant mortality rates have declined, together with chronic diseases such as malaria and diarrhea. In addition, 50 percent of the park's user fees are dedicated to funding micro-projects such as animal husbandry, benefiting the economic welfare of local communities.

Mexico's Strategic Planning and Monitoring for Conservation and Sustainable Development project is an impetus for biodiversity conservation, natural resource management, local governance and gender equity in Chiapas, Mexico. Selva Lacandona, rich in biodiversity, including many keystone and endemic species, is imperiled by large scale timber extraction, monoculture export crops, and oil and mineral development. In order to maintain ecological homeostasis, tourism is being promoted as an alternative economic activity.   Within this context, USAID has partnered with Conservation International on four ecotourism projects in the region. The primary objectives of this project are to produce a regional conservation strategy and monitoring system for the Lacandon Region of Chiapas and to train indigenous peoples in protected areas management.

One programmatic approach of particular note for tourism in Selva Lacandona (Annex A.8) is the importance of incorporating gender equity issues within the context of tourism initiatives. Decision-making capability, income generation, capacity building, mitigating sexual exploitation and environmental health risks for women are necessary components of emerging tourism initiatives.

IV. Lessons Learned

A. Overview

Lessons learned through trial and error in the field become the basis of best practices for future projects. Valuable insights can be gained by comparing the original design and intent of a project with the actual outcome. A Mission's working documents contain much of this information, including preliminary assessments, statements of work, periodic evaluation reports, and various financial and assistance plans. Unfortunately, few of these documents were available for discussion in this paper. Thus, the various interventions, approaches, and mechanisms discussed below are reviewed in more general terms

USAID's experience indicates that sustainable tourism does not simply happen. It requires an overall strategy and detailed planning, with a host of supporting mechanisms including public-private partnerships, enabling legislative and institutional reforms, training and public education, infrastructure and technology, often finance and credit systems that reach down to the poorer members of the community, and continuous monitoring and evaluation.

Tourism is a potent form of development and can be intrusive, with the potential to affect almost every aspect of life in the host destination, for better or worse. If planned inadequately or unwisely, the results may include an increase in corruption and displacement of societal norms and traditions, alienation, prostitution and HIV/AIDS, overburdened infrastructural systems, destruction of fragile terrestrial and marine habitats, and damage to cultural and archaeological sites. The benefits to local inhabitants may be fleeting, leaving behind an environment that inhibits other forms of livelihood. A belief that tourism "can take care of itself" is risky and may well be unfounded. In fact, USAID interventions include not only assisting the development of tourism in its initial phases, but also mitigating the environmental impacts of more advanced stages of tourism, especially in coastal zones.

B. Problem Diagnosis and Design

An understanding of the parameters and characteristics of the tourism industry is essential for evaluation and planning purposes. The sector is generally defined as a network of inter-related businesses (e.g., out-bound and in-bound tour operators; air, ground and sea transport; accommodation and related service providers) packaged for leisure or business travelers. Tourism businesses also require a series of support services and products (including food distribution, access, communications and other infrastructure, educational and training services), only partially dependent on the core tourism activities to operate. This interdependent network must function as a system if the tourism industry is to be competitive. If the design process fails to acknowledge this reality, the destination will not be able to support a significant industry or sustain it in the long term.

The private sector leads tourism with a predominance of small and medium-sized enterprises. Profit margins are usually tight, especially in the mass market packaging of 'sun, sea and sand'. Customer requirements are paramount, and there is an inherent hesitancy on the part of tour operators to deal with new destinations and enterprises. Hence, tourism boards and other mechanisms (certifications, standards) frequently are necessary for bridging the gap between a business in the destination and the intermediary and/or ultimate customer in the originating market. The role of the public sector ideally is to enable a rational use of resources through sound planning, and to provide a clear legal and supporting institutional framework for the operation of businesses, as well as the provision of basic community services. The participation and inclusion of all of these entities, from the initial planning stages through implementation, is critical to the success of any tourism related project.

Initially, a rapid assessment of the strengths, weaknesses, opportunities and threats (a so-called SWOT analysis) is undertaken, normally by the Mission, to explore issues such as the relevancy, feasibility, compatibility and potential contribution of tourism to a particular objective. Even if the intervention is feasible, it may only be justifiable if it results in specific, desired effects. Is control or promotion of tourism the primary issue? Is the area appropriate for tourism, and are there sustaining conditions, such as stakeholder capability and willingness? If tourism is not already present within an area, particular caution is necessary. There very well may be a reason for its absence.

Numerous factors need to be considered, not only at the local but also the regional and national levels. Regardless of the innate qualities of a destination, are the existing institutional, financial and legal framework, policies and practices favorable for tourism development, and – if not – how difficult would they be to change? Do national or regional tourism plans or strategies exist? With regard to the project's economic feasibility, does the national tourism industry have sufficient knowledge and access to capital and international contacts? What level of transportation service exists between potential origin markets and the destination? How many stopovers in travel are required? What are the prevailing or perceived safety and health issues? What is the target tourist population?

The initial assessment generally should cover the level of effort and cost required, the overall benefits resulting from the development, and appraisal criteria. Various scenarios, or options for action, should be explored; if they appear promising, a tourism consultant should be brought in at the earliest opportunity to undertake an in-depth feasibility study. Very careful consideration must be given to the potential disruption of traditional livelihoods such as fishing and farming.

At this stage, consideration also should be provided of the many policy instruments that can be utilized by a donor agency. At the national level, policies, strategies and coordinating mechanisms may be required. Various institutional strengthening and capacity building exercises may provide the necessary expertise for newly founded organizations such as community groups and NGOs to succeed. Then there are the areas of marketing, financing, infrastructure support, tenure and local governance, to name a few of the issues to be explored. Tourism, especially the sustainable type, needs careful steering by both public and private sectors, but especially at the design and feasibility stage.

C. Project Implementation

Failed projects frequently are based on inadequate feasibility studies or cost benefit analyses, leading to an overly optimistic assessment of the potential market. The capabilities of the target groups can also be overestimated; a willingness to participate does not substitute for skills normally gained through training. In its self-assessment of tourism projects, GTZ also lists factors such as a lack of clarification and specificity of stakeholders' roles, resulting in problems once the donor agency turns over a project; an absence of supporting resources, usually caused by a false belief that sustainable tourism needs little assistance; inadequate funding for operations and maintenance, especially with regard to parks and reserves; the exclusion of relevant private sector interests that can provide valuable expertise and market contacts; a labor force that cannot take on qualified jobs; and difficulties with communities that have a low level of internal organization. Tourism, as with any other conduit for economic growth, can also produce varying levels of earnings within a community, resulting in tensions and conflict.

Even though the industry is private-sector led, government can play a pivotal role in tourism's success. As with most donor assistance agencies, tourism-related responsibilities are spread among diverse departments such as environment, culture, infrastructure and transportation. By providing cross-sectoral, supporting linkages, a government can avoid many of the pitfalls of tourism planning and development. An ideal situation is perhaps that in South Africa, where the environment and tourism are linked directly through a common governmental agency. A major concern for many less developed countries should be to ensure that the tourism industry is adequately provided for, despite lacking a single institutional voice.

A review of recent USAID projects appears to suggest that the more integrated the design and implementation, the better their chance for success. Initiatives such as integrative destination management, USAID programs working in tandem to complement each other, and the cluster-based competitive approach, seem to create the level of effort and linkage for the necessary momentum to be achieved.

D. Monitoring and Evaluation

Many USAID projects strive to attain varying and commonly overlapping development objectives. Sustainable tourism usually is only the tool for achieving poverty alleviation, gender equality, improved health conditions, and so on. Unless a project is directed specifically at the tourism sector, it is difficult to determine the actual level of funding associated with a tourism related activity, let alone to undertake any financial appraisal or accounting.

Good monitoring and evaluation are exceptionally useful for estimating not only the achievements made during a project, but also as tools for continued evaluation even after the donor agency's involvement has ended. Accurate baseline information needs to be collected at the diagnosis and design stage for the various indicators to be used, together with the anticipated results and project costs for each objective. Unfortunately, all too frequently, reliance upon anecdotal evidence is required to judge whether or not a project has succeeded in meeting its objectives. Longer-term projects such as the Community Based Natural Resources Program in Namibia display what can be done in measuring project results.

V. New Trends and Opportunities

The Millennium Development Goals have elevated the war on poverty to even higher levels than previously. Opportunities exist to further define and develop a "pro-poor" approach for reaching the poorest. Traditionally, development agencies have relied upon a broad-based approach to poverty alleviation, believing that improved overall economic growth would benefit the entire society. This may not necessarily benefit the poorest of the poor, who may have serious training, health or other impediments from entering the labor force. Some community based tourism initiatives appear to have had success in this area. The design of projects that deliberately result in net benefits to the poorest needs to be further evaluated and explored.

Tourism market niches constantly are proliferating, providing new opportunities for interventions in both urban and rural environments. For example, in recognition of "urban centers as cradles of civilization, socio-political progress and examples of co-existence between diverse cultures", Planeta.Com began organizing for the first "International Urban Ecotourism Conference" in October, 2004.[12] In March of 2005, the Journeys of Expression IV Conference: Tourism, Carnival and Folklore will be held in Dubrovnik, Croatia.[13] Medical tourism is widely gaining recognition as a distinct industry sub-sector. In the Penghu Archipelago, the island of Kinmen, a "sustainable development" model based on "military eco-tourism" is being practiced through the manufacture of high quality knives from the remnants of more than one million rounds of past shelling from the Communist Chinese mainland about 600 meters away. [14] The complexity and range of the tourism sector will undoubtedly provide opportunities for numerous donor agency interventions in the future – though not necessarily in the field of military eco-tourism. The development of additional tools, such as geo-tourism initiated by the National Geographic Society, and SAVE[15] Experiential Travel by the George Washington University School of Business, will also help to better define and target those tourists would be interested in such market niche activities

Certainly one of the most promising, recent actions was the call for cooperation made at the October, 2004, World Tourism Organization's Sustainable Tourism Policy Forum, by USAID, several European development assistance agencies, World Bank and the Inter-American Development Bank, to more comprehensively share their respective development experiences, as well as work closer together in the field. This, conceivably, holds significant promise for producing the most effective results from limited resources.

VI. Recommendations and Findings

Tourism, planned poorly, can be extremely destructive to its surrounding environment. The sector is best used as a catalyst for other development, and not as an end in itself. Over-dependence on any single industry may be equally as risky to a local economy as any other mono-activity. Undertaken wisely, its multi-faceted attributes can be woven into many different

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[12] Planeta.Com, October 20, 2004: [CAST] Urban Conference Declaration. Personal correspondence.

[13] D Picard, Hallam University, United Kingdom. Personal correspondence, October 18, 2004. www.tourism-culture.com

[14] B. Potter, Island Resources Foundation, Washington, D.C.. Personal correspondence, November 16, 2004.

[15] SAVE caters to the Scientific, Academic, Volunteer, Educational tourist markets.

Agency strategies and objectives, but only if carefully steered from project design through implementation.

With the use of an integrated strategy, comprehensive planning and participation by all levels of community, tourism is capable of accomplishing many objectives. With the increase in projected tourist travel over the next decade or so, however, even greater attempts will need to be made to ensure that tourism destinations remain "sustainable," and not spoiled by "being loved to death."

Analytical tools, methods and approaches are improving in their effectiveness, but they need further improvement. It must be accepted that many of the approaches, such as cluster competitiveness and community-based natural resources management, take time to succeed, and patience occasionally is required for attainment of the desired outcome. Some of the Agency's past projects have tended to be too short in duration to adequately analyze their value.

Stronger measures are needed not only to better assess the probability of a project's success prior to commitment of funding, but also to ensure that adequate baseline information and post-project monitoring and evaluation provide for a sufficiently competent analysis of how successful a project has been in achieving its objectives. Strong and relevant indicators are needed to measure the effects of tourism activities – particularly those pertaining to cross-cutting objectives. Also, with tourism activities frequently subsumed under broader categories of development objectives, it is even harder to ascertain adequately their role in the development process of a particular destination or country.

A hard, realistic assessment needs to be undertaken upfront, based on the probabilities of a project's success. A tourism project that is initiated for, say, regional rural development and then fails can result in more harm than good, having already potentially disrupted traditional means of livelihood.

Lastly, partnerships between the public and private sectors, between the various agencies within the international development community, and between offices and professionals within EGAT itself, can only help to enhance the efforts and contributions toward addressing the pressing challenges we face today.

Annex A.1.
Project Profile: BULGARIA

Project Name: Biodiversity Conservation and Economic Growth (Phases I and II)	Contract Number: LAG-I-00-99-00013-00, Task Order 001
Project Duration: 2000 to 2004	Funding Mechanism: IQC - BIOFOR, Biodiversity and Sustainable Forestry
Strategic Objective: 183-0410 Special Initiatives	Budget: Unknown
Donor Agencies/Partners: Associates in Rural Development (ARD) Bulgarian Association for Alternative Tourism Bulgarian Tourism Union Conservation NGO's s.a. Bulgarian Society for the Protection of Birds Foundation for Local Government Reform Government of Bulgaria Ministry of Economy Government of Bulgaria Ministry of Environment and Water Ministry of Agriculture and Forests Pirin Tourism Forum Regional Environmental Center for Central and Eastern Europe Regional Tourism Association of Stara Planina Rila and Central Balkan National Parks Strandja Nature Park United Nations Development Program US Agency for International Development World Bank/Global Environment Facility	

Context:
Bulgaria has a rich history and a unique and internationally significant nature and culture; conservation and cultural identity are particularly strong in rural areas. The country, which is positioned at a crossroads between Europe and Asia, contains nine World Heritage sites, and has rich cultural, historical and religious resources reaching back from medieval times to the ancient Greek. It contains mountain ski resorts, beaches with sun and sand (the self-named "sun-and-sand-stalag"), and many "wild" and undeveloped rural areas for adventure seekers. These resources provide a strong base for tourism in Bulgaria.

In the mid-1990s, while many sectors of the Bulgarian economy were registering losses, the tourism sector—based on the statistics reported by the National Statistic Institute and Ministry of Finance—was steadily generating positive financial results. In 2002, international tourist arrivals increased in 2002 by 8.6 percent (in 2003, the increase grew to 18.0 percent), income generated from tourism increased by 11.1 percent ($1.334 billion USD), and expenditures by Bulgarian tourists abroad increased by 8.24 percent.

The two principal sectors of the Bulgarian tourism industry include mass tourism, which is focused on natural resources and caters to high volume/low value programs, and specialized tourism based on niche markets and focused on high end/high price consumers. Prior to the Biodiversity Conservation and Economic Growth (BCEG) project, the Bulgarian tourism industry focused on the mass tourism sector, which did not significantly enhance the Bulgarian economy by generating high per-tourist revenues. In order to get more money per tourist, and to keep more of the money in Bulgaria, efforts shifted toward capturing higher end markets for niche tourism.

Four government agencies oversee elements of the tourism industry along with their local bodies. The Ministry of the Economy handles licensing and categorization; the Ministry of Health controls in-house pollution and sanitary standards; the Ministry of Environment and Waters regulates outdoor pollution and the quality of the environment; and the Ministry of Territorial Development oversees infrastructure (e.g., construction, roads and urban planning).

These agencies now view tourism as a key tool for promoting sustainable economic growth, with the following corollary benefits to the country's fiscal, political and natural resource health:

- Strategic assessment planning and implementation;
- Decentralized government and capacity-building;
- Rural development;
- SME enterprise development and competitiveness;
- Natural resources and protected area management;
- Market access and export development;
- Models of partnerships for ecotourism between protected areas and local communities.

Project Objectives:
The overall BCEG project had the cross-cutting goals of promoting economic growth and reducing poverty. Project objectives centered on:
1) Accelerated development and growth of private firms in a competitive environment;
2) Increased, better-informed citizens' participation in public policy decision-making;
3) Development of revenue-generating and revenue-capture mechanisms for Bulgarian National Parks and buffer communities; and
4) Engaging the public and key target groups about national parks in participation with decision-making and management of protected areas.

Ecotourism was seen as a vehicle to assist Bulgaria with achieving nature conservation and biodiversity protection, rural development, government decentralization, and new employment opportunities. By setting Bulgaria up as a travel destination, an investment opportunity, a

politically, and a region committed to environmental quality, ecotourism would enhance the country's image internationally, creating a competitive advantage and a sustainable tourism brand.

Sustainable tourism policy challenges that were to be addressed:

- Protection and conservation of unique cultural and natural resources;
- Deregulation of the industry to allow the private sector to operate in an enhanced competitive environment;
- Establishment of a major role for the private sector;
- Coordination of essential governmental policies and services at the national, regional and local levels;
- Development of an effective marketing and promotion program through a public/private sector cooperative effort;
- Transformation of the role of the public sector from that of the control/regulator to planner/facilitator;
- Fostering a positive awareness by the public of the contribution of tourism to prosperity.

Approach:
During the first phase of the BCEG project, work focused on developing mechanisms to encourage sustainable natural resources conservation and management while generating income. The project worked in Bulgaria's Rila National Park and Central Balkan National Park, using the competitive cluster approach to develop an operational model of ecotourism destination development. This included eco-enterprise development through ecotourism and non-timber natural resource management (small enterprise development supporting biodiversity conservation), capturing and generating biodiversity conservation funding; developing, obtaining approval for, and implementing management plans for Rila and Central Balkan National Parks; developing a management plan for Rila Monastery Nature Park; and improving public awareness to ensure support for biodiversity conservation.

The second phase of the projected expanded activities to the national level, developing a sustainable tourism policy and action plan to be delivered through public/private partnerships, and which is anticipated to contribute significantly to Bulgaria's growing GDP in the period 2004-2010. In March 2002, a voluntary National Ecotourism Working Group (NEW Group) was formed to develop the framework for this National Ecotourism Strategy and Action Plan (NETSAP). Input to plan development was rigorously solicited from a broad range of stakeholders at regional and municipal levels, and the framework for a national strategy was released at the First National Ecotourism Forum in October 2002. The meeting attracted nearly 180 participants from government ministries, tourism organizations, non-governmental organizations, regional tourism associations and councils, commercial banks, and private entrepreneurs. Bulgaria's three ministries signed the tourism protocol at the forum. Drafts of the National Strategy were released in February and June 2003, and a National Action Plan was released in December 2003. A second National Ecotourism Forum was held in January 2004. The formal Bulgarian National Ecotourism Strategy and Action Plan was completed in 2004, and presented to the National Tourism Council in November, where it was accepted. Bulgaria's Prime Minister has indicated that the government will fund the action plan beginning in 2005.

Twelve regional action plans that were developed as a foundation for the national approach complement the national plan.

Ecotourism goals were addressed using the "triple bottom line" approach. Within the private sector, economic and marketing considerations were evaluated to see how the tourism market could be sustained and enhanced over the long term. Tourism's social, cultural, and ecological aspects were also considered to see how communities, cultures, and natural resources cultures could best be sustained, rather than degraded.

In setting Bulgaria's action agenda for sustainable tourism, active policy dialogues linking tourism to local, regional, national and transnational plans and priorities were conducted. The NEW Group worked to create a positive image, brand identity and positioning strategy to attract national and international visitors. Facilitation procedures and financial mechanisms were established to coordinate and utilize resources from the Government of Bulgaria, donors, and the private sector sources to achieve project objectives. The group benchmarked and adopted best practices (tested models, innovative programs, planning tools, lessons learned, evaluation mechanisms), which were then disseminated to government agencies, businesses, and NGOs.

Achievements:
Key achievements during development of Bulgaria's Strategy and Action Plan:

- An Ecotourism Monitoring Guidebook was developed to support rural ecotourism development in association with Rila and Central Balkan National Parks. Using the guide, an assessment of the state of ecotourism in Samakov pilot region was carried out in the summer of 2002;
- Management plans were developed, approved by the Government of Bulgaria, and implemented for the two national parks and Rila Monastery's Nature Park.
- A sustainable model for collaborative management of natural resources was developed and implemented;
- A National Ecotourism Strategy and Action Plan for Bulgaria was developed and endorsed by the ministries;
- Twelve Ecotourism Destination Action Plans were developed;
- A national ecotourism market survey was conducted;
- Two ecotourism associations were institutionalized at Rila and Central Balkans National Parks, and training in hospitality skills, marketing and membership promotion were provided to the two ecotourism associations;
- Several community ecotourism associations were created, and destination management plans developed for two of these associations;
- An endowed Protected Areas Fund was established and institutionalized for the first time in southeastern Europe;
- A manual was developed for ecotourism product development, training was conducted, and study tours made;
- A detailed system of indicators for success and impact measurement was developed (see below);

- Public awareness has increased both nationally and locally through the production and distribution of a national parks multimedia CD, websites, publications, media publications, and conservation education materials.

The National Ecotourism Action Plan had several themes:

- Information Management;
- Ecotourism Enterprise Development;
- Product Development and Quality Assurance;
- Marketing and Promotion;
- Human Resource Development and Training;
- Institutional Development.

The NEW Group and the Ecotourism Initiative Groups have developed a strong and comprehensive set of indicators to measure the success and impacts of ecotourism on the rural landscape. The indicators monitor social and economic conditions as well as impacts to the community and to the natural environment. The University of Sofia Tourism Department assists with baseline and ongoing data collection. The project has developed a monitoring handbook that includes the following indicators:

- Number of management plans revised and Submitted to Council of Ministers;
- Number of annual operation plans (AOPs) guiding park management plan implementation;
- Number of projects implemented per park management theme;
- Number of public awareness strategies prepared and implemented during a two-year period;
- Number of training courses conducted in support of protected area management;
- Number of areas managed by co-management agreement;
- Number of park-based regional consultative workshops;
- Number of income-generating projects;
- Number of ecotourism strategies prepared;
- Number of ecotourism models operationalized;
- Number of innovative financing mechanisms developed and tested;
- Number of public awareness events held in support of management planning;
- Number of targeted public awareness events and materials.

The project overall has generated national pride in Bulgaria's culture, hospitality, and environment. It has created a base for tourism product diversification, encouraged concrete local initiatives toward implementing tourism activities, created synergies among donors, and, with the NEW Group, has institutionalized a replicable planning process.

Lessons Learned:
Several critical lessons have been learned over the course of developing ecotourism strategies and implementation plans, first for the two national parks, and then for the country as a whole. Foremost among these was the need to involve *all* key stakeholders from the very beginning and to ensure that the planning process was conducted as a bottom-up approach that focused on obtaining input and direction from existing regional and local associations.

It is critical that an enabling national environment (policy, regulation, and national market promotion) be created and sustained. This, coupled with an agenda that identifies necessary actions for implementation of sustainable tourism policies at the transnational, national, regional and local levels, is vital to the sustained success of a tourism initiative.

Publicity at national and local levels is important to educate both the government and the people about the significance of their natural, cultural and historical resources, and to achieve national consensus on the adoption of a sustainable tourism policy and specific action plan items. As Kamelia Georgieva, Bulgaria's lead on the BCEG project, has put it, "sustainable tourism development is about social and political engineering, as well as enterprise development."

Several other lessons were learned during the course of the five-year project:

- Strong links with local government planning and decentralization are essential;
- Long-term technical support to governments, NGOs and the private sector to implement the sustainable tourism agenda;
- It is important to focus on ecotourism product development;
- An initial focus on domestic markets will build the confidence needed to expand into the global market;
- International networking and global market development are critical.

NETAP development has been a pioneering event that has made Bulgaria a leader in the region and across Europe. Many of its successes can be attributed to the broad base of participation and ownership for the plan that was thoroughly established at the regional level. The short timeframe for development of the strategy, initially seen as a constraint, ultimately helped the process succeed as it forced participants to make decisions and be creative. Building on already established successful relationships between Bulgaria's protected areas and local tourism associations also contributed to NETAP's success. Stakeholders could share knowledge and experience and use the existing relationships as a reality check for the larger planning process.

Opportunities and Next Steps:
As indicated earlier, Bulgaria's Prime Minister has indicated that the Government of Bulgaria will fund the Action Plan beginning in 2005. Under the Action Plan, the Government and the NEW Group will continue to facilitate decentralized governance and community-based tourism through a variety of activities:

- Programs and events for shared experiences between visitors and residents;
- Support for SME development rather than simply creating more jobs;
- Promotion of environmental protection and heritage conservation;
- Development of shared infrastructure systems that benefit visitors and residents; and
- Empowerment of communities and subsidies.

It has been suggested by the NEW Group that the Government of Bulgaria request USAID to broker a Global Development Alliance (GDA) for Sustainable Tourism. This GDA activity would undertake a series of broadly replicable activities, including:

- Development of quality assurance systems—EMS, environmental health, and food safety certification;
- Development of environmental, economic, and social assessment baselines and monitoring systems;
- Establishment of Best Management Practices and voluntary certification systems;
- Promotion of low-impact tourism;
- Reducing the negative impacts of conventional large scale tourism developments;
- Improving local capacity to properly plan and manage tourism;
- Promoting market access and competitiveness;
- Supporting credit facilities and capital investment sources; and
- Promoting global development assistance and private sector partnerships.

The table below presents a mid-term assessment made by J.E. Austin Associates of the second phase of the BCEG project. Many of the ideas have been captured with NETSAP, and all are equally valid for future applications of Bulgaria's National Tourism Strategy.

Opportunity	Method
1. Competitive Positioning	*Opportunity:* Examine destinations within Bulgaria that incorporate its most engaging products and match these to markets, human resources, capacity limitations, and investment requirements. Develop a strategy to brand an authentic "Old Europe" experience for some Bulgarian destinations. Expand services to meet higher value consumers.
2. Customer Learning	*Opportunity:* Develop better understanding of market trends and current and potential customers' requirements and develop a comprehensive strategy and common cluster actions for attracting them. Ensure that the necessary supporting factors support marketing to niche markets.
3. Innovation	*Opportunity:* Offer a greater mix of products including those that speak to particular niche market groups. Study market trends and employ cultural, historic, and natural resources to access new market groups. Enhance the marketing of Sofia as a vacation gateway and business destination. Develop themed packages based on cultural activities and regional tour routes, such as linkages with the wine and perfume industries to provide tour programs based on these two industries. These innovations will assist Bulgarian providers learn more about customer trends and requirements.
4. Human Capital Investment	*Opportunity:* Work with training institutions to incorporate more updated and diverse curriculum offerings, especially in the area of hospitality training. Upgrade management training programs to modernize skills. Assist in the penetration of information technology training and usage.
5. Cluster Cooperation	*Opportunity:* Stimulate greater inter-cluster cooperation, not only with supporting industries but also among direct partners such as tour operators, trainers. Stimulate regional cooperation among neighboring countries. Cultivate common interests among competitors.
6. Forward Integration	*Opportunity:* Work more closely with business partners and clients to clearly identify and effectively respond to their requirements of the customers. Provide new services based on customer requirements.
7. Strategies and Attitudes	*Opportunity:* Expand cluster advertising efforts for the entire industry. Take responsibility for the development of strategies and the search for investment opportunities. Focus on provision of higher end/value products and services.

Source: J.E. Austin Associates, Inc./MSI-Bulgaria. *Tourism Industry Assessment.* March, 2002.

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ANNEX A.2
Project Profile: CROATIA

Project Name: Support to Selected Industry Clusters	Contract Number: PCE-I-801-98-000-16-00
Project Duration: 2001 to 2004	Funding Mechanism: Contract
Strategic Objective: 160-013 Growth of a Dynamic and Competitive Private Sector	Budget: Unknown
Donor Agencies/Partners: Croatian Ministry of Tourism J.E. Austin Associates Nathan Associates	

Context:
Post-war economic recovery in Croatia has been somewhat tenuous. Countrywide, unemployment averages 22 percent, ranging from 10 percent in Zagreb to 40 percent in coastal regions. Privatization is expected to exacerbate these high unemployment numbers. High value added taxes (22 percent) imposed on the largely undercapitalized business sector encourage a large underground economy and put undue pressure on those businesses that do pay their share of taxes.

Croatia has targeted 2006 for accession to the European Union (EU). This goal will require a more competitive economy, necessitating reform, restructuring and completing the privatization of most large public enterprises. Tourism is seen as a key contributor to the country's renewed economic vitality. It is a major employer in Croatia, a mainstay of the nation's economy, and its largest source of foreign exchange. The tourism industry generates approximately US $4 billion per year. However, expenditures per tourist per day are the lowest in the region, with estimates varying between $36 and $44 per day, and Croatia has historically been seen as a low-end destination.

Project Objectives:
This project is one component of the larger Croatian Competitiveness Initiative (CCI). Overall project objectives are to improve the microeconomic foundations and foreign investment climate in Croatia in order to increase its competitiveness in global and regional markets, with tourism seen as one avenue to strengthen economic growth in the country.

Croatia's tourism assets include the following:
• A strategic location with easy access from Europe, North America, Middle East;
• A diversity of pristine environments, including islands, mountains, plains, forests;
• A unique and diverse flora and fauna;
• A rich cultural heritage of customs, arts and foods;
• A rich history dating back to ancient Greeks;

- High literacy and educational standards among the local population; and
- Relatively small size, allowing for multiple experiences during a single visit.

Approach:

A SME assessment team traveled to Croatia in 2000 to support the work of the tourism cluster group established under the CCI activity. Stakeholders in the tourism cluster were drawn from every link in the value chain (hoteliers, tour operators, restaurants, concessionaires, transport operators, shopkeepers, and museums), as well as from academia, key ministries and departments, and allied and supporting industries. The CCI/consultant team held in-depth discussions with industry stakeholders; conducted workshops; made visits to tourist destinations, hotels and related businesses; and reviewed benchmarks set by similar industries in other countries.

The overall CCI project provides direct enterprise support to the wood and tourism clusters. It has worked to assist these clusters with developing strategic approaches to improve their position in international markets and then to begin implementation of these strategies. Tourism-specific goals included the development of a competitive tourism industry focused on strategic growth, high added value and low leakage, and shifting Croatia away from its mass-tourism paradigm. Topics addressed by the strategy include marketing and branding, product development, human resources, infrastructure, and the legal and regulatory environment. Specific steps toward achieving economic growth objectives are outlined below:

- Coordinated action and advocacy on regulatory and policy issues, primarily directed into two areas: replacing GoC incentive structures that focus on increasing the number of tourists and support low value mass tourism with programs focused on value (e.g., increased expenditures per tourist) and improving credit schemes to support private entrepreneurs;
- Creating economies of scale to reduce supply costs and improve supply quality and consistency (e.g., credit card rates, bookkeeping services);
- Coordinated action to improve transportation infrastructure (e.g., improvements to Stari Grad Airport, the Airport-Split shuttle boat link);
- Creating a branded product that focuses on high-value, authentic tourism to increase revenues and profits;
- Converting unregistered and unregulated private rental accommodations to productive tax-paying enterprises that provide a consistent, quality stay; and
- Reducing the adverse economic and environmental impacts of mass tourism, promoting instead conservation and sustainable development.

Pitfalls and Remedies:

Constraints and plans for overcoming them are described in the approach outlined above, which is just now entering its implementation phase. An interim evaluation of program success is planned for the end of the initial three-year implementation phase.

Anticipated Achievements:

Croatia has come to see diversification as a means to enhance the tourism industry's competitive advantage, and is now focused on replacing mass tourism with a high value-added,

high-quality product that follows a sustainable strategy and retains revenues in the local community. During the course of the project, the consultant team assisted CCI with the formation of a tourism industry cluster along the Dalmatian coast. In April 2003, the project released a competitiveness strategy developed for the cluster which included a separate and more detailed "roadmap" for tourism development on the Dalmatia coast and islands. Implementation guidelines and monitoring are a key component of this "roadmap for implementation," which is scheduled to take place between 2003 and 2006.

The indicators selected to evaluate the success of tourism cluster implementation are outlined below *(note: many of these still represent goals rather than achievements, as the implementation phase is only just getting underway).*

1) Community Based Natural Resources Management and Biodiversity Protection:
- Sustainable visitation to explore Croatia's unique flora and fauna and the wide variety of pristine environments will be promoted;
- A focus on implementing integrated resource management: devise, institute, and operationalize integrated conservation and destination management for cultural and natural heritage. This includes putting a national planning and legislative framework in place.

2) Community Livelihood Economic, Growth and Poverty Reduction:
- Build local community capacity to participate in tourism, improving local quality of life.
- Remove barriers to local small and medium-sized enterprises and offer training to create business and employment opportunities;
- Develop transport, utilities, education, and health infrastructure in areas affected by a seasonal tourism economy (the islands of Dalmatia, for example, are characterized by isolation and rudimentary services after the summer tourist season is over) – i.e., a poor quality of life;
- Link product development and tourism marketing to lifelong learning and professional development through facilitation, awards, and rewards.

3) Governance and Land Tenure:
- Governance – planning, legislation, and regulations will be put in place to ensure that natural, cultural and community resources are protected in business endeavors. Regional and local implementation will be promoted (decentralization);
- Transportation and privatization will be facilitated and promoted by public authorities;
- Devolve control to community level where possible;
- Remove administrative barriers to business;
- Extend and create incentives for transparency and reinvestment; support capacity building;
- Establish a clear and streamlined legislative framework, especially in financial and enterprise sectors, removing barriers to access to capital.

4) Cultural and Historic Preservation:
- Restaurants will highlight Croatian cuisine and customs;
- Tour operators will highlight cultural and historical features;

- Architectural and design elements of cluster business will build on Croatia's identity and historical influences;
- Education and training will help service providers to deliver a sense of the Croatian culture and "experience."

5) Urban Renewal and Redevelopment:
- Renewal and revitalization of hotels and tourist destinations; upgrading of facilities and creation or reestablishment of a quality urban/resort/destination experience.

6) Women in Development:
- Opportunities for training and professional development in the business development, product creation and hospitality service sectors.

Lessons Learned:
Leadership: The Tourism Cluster's leader, while motivated and enthusiastic, was too parochial and narrowly focused in terms of industry segment to be highly successful in motivating change and encouraging implementation of cluster activities. CCI only made significant strides beyond strategy formulation when it widened its scope to include the strongest tourism industry leaders from across the entire country.

Ownership: During the early months of cluster formation, enthusiasm was high, with cluster participants eager to hear what arriving consultants had to say. Cluster meetings gradually came more to resemble seminars where cluster members listened for answers rather than actively participating in working groups where they could collaborate on seeking solutions to problems. CCI and its consultants would convene meetings, open them, and lead discussions, but as enthusiasm for the process waned it became clear that local participants were not taking the ownership in the process necessary to its sustainability. CCI worked through a difficult and lengthy process to change the style and form of participation, a process that was not complete until the cluster was expanded to the national level and new, proactive leaders from around the country added additional vitality.

As a result of these two lessons learned, the Association of Family and Small Hotels of Croatia was created, and it has be3come the principal vehicle for further development of the cluster by both narrowing the focus on accommodation providers and their networks, and by expanding the effectiveness of the activity to the national level.

Opportunities and Next Steps:
A discussion paper, the Croatia Tourism Cluster (2003) sets out implementation steps for the country and an implementation roadmap for the Dalmatia region. It includes a discussion of the constraints to successful implementation that must be addressed during the implementation phases. These include the following:

- 77 percent of overnight stays are currently concentrated in a short summer season (June to August), and poorly planned and managed visitation may stress natural, cultural and community resources;
- The legacy of government ownership: privatization is having mixed results;
- Domestic politics;

- A national mindset focused on providing low-cost recreation to working class Europeans;
- The lasting aftermath of war (although, conversely, war has had the beneficial effect of preventing widespread visitation and the overdevelopment and "bed-building" of other tourist sites where access has not been so problematic); and
- An underground economy with unreported income that results in distorted statistics.

Five-Year Targets to be met by 2008:

- Triple the value per tourist per day via increased hotel receipts and increased visitor spending on new and better products and services;
- Triple the number of international visitors for the "off season" of October through May by lowering prices and offering up-market services;
- Double the number of tourists who visit and overnight at inland locations to reduce the stress on coastal areas;
- Upgrade and develop long-term capital assets used directly in tourism. Reinvest US $100 million of profit yearly and attract US $50 million in new investment. Government to channel back 50 percent of tourism–derived tax revenue into the sector.

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ANNEX A.3
Project Profile: EGYPT

ANNEX A.4
Project Profile: GHANA

Project Name: Community-Based Ecotourism Project (CBEP)	Contract Number: Unknown
Project Duration: 1990-2010	Funding Mechanism: Unknown
Strategic Objective: 641-007 Economic Growth	Budget: 2002-2004 $7 million
Donor Agencies/Partners: Aid to Artisans Ghana CARE Catholic Relief Services Forestry Research Institute of Ghana (FORIG) Ghana Assorted Foodstuff Exporters Ghana Tourist Board (GTB) Government of Ghana National Board of Small Scale Industries (NBSSI) Nature Conservation Research Center (NCRC) Netherlands Development Organization (SNV) Plant Genetics Resource Centre (PGRC) Technoserve United States Agency for International Development (USAID) U.S. Peace Corps	

Context:
The Community-Based Ecotourism Project (CBEP) is an offshoot of the Village Infrastructure Project and the Poverty Alleviation Initiatives of the Government of Ghana. Community development and poverty alleviation are the basic underpinnings of these initiatives and tourism development is seen as a tool for accomplishing their goals.

In 2004, tourism was the third largest foreign exchange earner in Ghana after the traditional exports gold and cocoa. In recent years, tourism has represented nearly one-fifth of Ghana's gross domestic product. Ghana, with a wealth of natural resources and a well-developed tourism sector position, can reap further benefits from ecotourism, including international debt relief and the creation of additional employment opportunities.

Project Objectives:
Since 2002, USAID has invested $7 million into Ghana's Economic Growth pillar. Macro-economic policy, private enterprise performance, expansion of non-traditional exports, development of small and medium enterprises (particularly handicrafts and agriculture), and strengthening the tourism industry have been USAID's principal objectives under this pillar.

The Community-Based Ecotourism Project integrates several of tourism-focused sub-objectives. CBEP's strategic goal under USAID support was to develop fourteen community-based ecotourism destinations between 2002 and 2004. Development focused on enhancing basic ecotourism facilities and technical support, conducting active marketing and promotion of sites, improving ecotourism training and affiliated services, building institutional capacity, and improving resource protection and community awareness.

Project partners, the U.S. Peace Corps and the Nature Conservation Research Center (NCRC), assisted the micro-small business community in building linkages within the public and private sectors to improve their standard of living and create employment. These interventions strove to increase site visitation and revenue generation. The visitor use goal was to collectively double paying visitor days per year (base 10,000 visitor days) after two years. The project also sought to realize a minimum of $7 per visitor per day, or $140,000 per year, from ecotourism activities by 2004.

Approach:
The Community-Based Ecotourism Project (CBEP) focused on developing community-owned and operated ecotourism activities at environmentally sensitive rural destinations throughout Ghana. Core project implementation teams included staff from international conservation organizations, other USG agencies, the Government of Ghana, and SNV. Two field operations in Kumasi and Bolgatanga, outfitted by USAID, were mobilized to direct project activities. Site-level implementation was conducted by community-level Tourism Management Teams (TMT) with supervision from community development advisors, such as Peace Corps Volunteers.

TMTs drafted site-specific operational work plans, in consultation with the community, for each location. The communities controlled the planning process to ensure that proposed developments took local cultures, beliefs and needs into account. Although the TMTs planned and implemented the projects, certain activities such as brochure development and training programs were centralized among project partners to ensure quality and consistency.

Monitoring and evaluation were overseen by the National Community-Based Ecotourism Steering Project Committee guided by the Ghana Tourist Board. Monitoring and evaluation were conducted in part through tracking of standardized receipts, transparent accounting procedures, periodic financial reports, and quarterly project reports Submitted by site advisors and project partners. Partner organizations also established their own baseline standards to monitor progress toward project goals.

Target sites included Amedzofe, Boabeng-Fiema Monkey Sanctuary, Bobiri Forest and Butterfly Sanctuary, Bunso Arboretum, Tagbo Falls and Mt. Afadjato, Tafi Atome Monkey Sanctuary, Tano Boase Sacred Grove, Tongo Hills and Tengzuk Shrine, Paga Crocodile Pond, Sirigu Pottery and Arts, Xavi Bird Watching and River Tour, Wechiau Hippo Sanctuary, Wassa

Domama Rock Shrine and Pra River Tour, and the Red Volta River Valley and Widnaba (Zongoiri).

Site development interventions included installing directional signs, constructing and rehabilitating interpretive centers, ranger stations, summer huts, and hiking trails, conducting biological assessments, providing first aid and safety equipment, equipping offices, and installing email and or phone connections. Tourism marketing interventions included poster and brochure distribution, conducting visitor satisfaction surveys, entrepreneurial, business, hospitality and interpretive trainings, and tourism awareness seminars for local communities.

Achievements:
Since the project's inception, it has developed and promoted fourteen community-based ecotourism destinations. Overall, the project has been quite successful in raising awareness about the importance of conserving Ghana's natural resources, and in most cases, project activities have generated revenue at the village level.

USAID's economic growth pillar objectives have been realized by numerous aspects of the CBEP. First, the establishment of a Secretariat to the Ministry of Finance broadened consumer access to credit and micro-finance. Second, handicrafts and non-traditional exports increased from $36.2 million in 2000 to $48.4 million in 2001. The project's target of 20,000 visitor days was achieved after the first year of implementation, closing at 22,590 visitor days per year. At the end of twenty-seven months, the project achieved 284 percent of the visitation goal with a combined total of 56,371 paying visitor days. The project also achieved 113 percent of the annual $140,000.00 revenue target set for ecotourism activities. This revenue has been entrusted to community TMT bank accounts and will be allocated towards community development initiatives.

Each tourism destination benefited from infrastructure development (e.g., interpretive centers, water catchment systems and guest facilities) product marketing, diversification and value added processes, external linkages, capacity building and training, business assessment and management, community development projects and revenue generation. Some sites are internationally recognized as UNESCO World Heritage Sites or modeled in the World Tourism Organization's Best Practices Manual. Others have developed niche tourism through village home-stays, chiefdom tours, wildlife viewing platforms, cycling, hiking, production of artisan goods, apiculture, mushroom farms, and research stations. Site beautification, landscaping, waster disposal, and litter management are ongoing objectives at the fourteen sites.

Further accomplishments that could be replicated in future tourism projects include brochure production, web site development and a uniform receipt system. Brochures for each specific ecotourism destination and a composite brochure were distributed. Similarly, U.S. Peace Corps and NCRC created a 400-page, twenty-two site webpage to promote ecotourism in Ghana. The internet site, visited by 5,000 people per month, will develop panoramic views of major ecotourism attractions in Ghana. Another site, www.peoplink.org/uwca, provides a description of the Upper West Commerce Association (UWCA), which plans to operate as an internet service provider for the entire Upper West Region in Ghana. Lastly, the uniform receipt system has been instrumental in assuring financial transparency and accountability.

In addition to the various project results, the CBEP successfully achieved numerous cross-sectoral results. In consequence, the Ministry of Tourism has requested more community advisors to develop additional potential tourism sites. Cross-sectoral results include the following:

1) Natural Resource Management

- Three different tourism circuits have been devised to highlight Ghana's biodiversity and natural resources. The Savanna, Volta and Forest circuits showcase mega-fauna such as elephants, buffalo, and crocodiles. The Volta circuit, which includes the coastal savanna plains around Accra and the entire Volta region, enables tourists to view both Ghana's tallest mountain and West Africa's tallest waterfall. Ecotourism activities amongst the circuits include bird-watching in numerous RAMSAR sites; canoeing in mangrove swamps; observation of sea-turtle nesting; tours of bat roosts, sacred monkey and butterfly sanctuaries; and the famous Kakum Canopy.

2) Cultural and Historic Preservation

- The tourism circuits also afford visitors the opportunity to view a 500-year old mosque, archaeological ruins, a sacred crater lake, a stilt village, and traditional shrines. Cultural exchange opportunities include traditional music, dancing and ethno-botanical tours. A Peace Corps volunteer based at the Tafi Atome Monkey Sanctuary also organized a cross-cultural exchange for twelve village youths, who were flown to Great Britain to perform traditional dances and songs. Performance fees covered travel expenses and their 27 million cedis profit was used to construct a rural medical clinic.

3) Women in Development

- The CBEP is an exemplary model of activities geared toward promoting women in development (WID).   The strength of the project lies in female artisan cooperatives that have successfully developed public-private partnerships. For example, the Manya Krobo Queen Mother's Association has partnered with Sedi Beads to export beads internationally. The Sirigu Pottery and Arts cooperative is a fully budgeted ceramics workshop that has private sector linkages with five art galleries in Accra and Holland. Women from Sirigu will soon supply fifty paintings to the Golden Tulip Hotel. Other WID projects include mushroom farms, cassava and gari processing plants. Women have also assumed numerous leadership positions, from park treasurers and tour guides to founders of cooperatives.

4) Governance and Land Tenure

- Recognizing community and volunteer achievement, the Government of Ghana has committed nearly 156 million cedis over a three-year period to three ecotourism sites. Individual communities have also contributed labor, cash, and materials valued at over US $3,500 to improving their tourist infrastructure.

5) Poverty Alleviation

- Community consultants have facilitated the production of micro-businesses, such as poultry farms, to diversify community activity and revenue. Tourism revenue and grants have enabled community development projects ranging from the installation of street lights to primary school construction and academic scholarships.

Pitfalls and Remedies:
An ongoing setback to the development of small and medium tourism enterprises in Ghana is the inability to identify and maintain access to growing markets. In addition, entrepreneurs lack business skills to sustain businesses for the long-term. Continued capacity-building and skills training is vital to the long-term success of tourism initiatives.

While Ghana's community-based TMTs were effective overall, there were problems with compliance and completing activities in a timely fashion. Compliance and involvement were adversely affected by a lack of community motivation and leadership, limited inter-village collaboration and consensus building, and internal power struggles.

Competing special interests vying for tourism profits further hampered a unified tourism development strategy. For example, one District Assembly insisted upon receiving sixty-five percent of the profits from the three ecotourism sites in its district. The phenomenal success of another project resulted in litigation against the TMT by the traditional chief attempting usurp the site and its profits for himself.

In most cases, however, communities can overcome these problems, as most Ghanan tourism sites are community–owned and governed by by–laws and regulations established by the community.

Lessons Learned:
Successes and lessons learned from the CBEP that can be replicated in other similar settings:

- Narrow tourism projects to two sub-sectors and use host country national agencies to provide technical and work related support for community advisors and TMTs;
- Obtain legal status for tourism committees that are founded upon a standardized and registered constitution;
- Employ local advertising media (e.g., radio broadcasts, newsletters) to maximize visitation and community awareness of tourism sites;
- Partner with local alliances and the public-private sector to effectively market tourism products and destinations;
- Form collaborative agreements with local businesses and the national government for a uniform tourism vision. As an example, a Business Advisory Center was established in Axim to bring together chophouses, tailors, carpenters, electricians, and beauticians;
- Concurrently develop environmentally sustainable projects or enterprises such as tree planting and wood lots;
- Promote tourism awareness and environmental preservation through community outreach and environmental education;
- Use best practices and good examples to inform TMTs of pitfalls and successful strategies for tourism development;

- Facilitate and delegate work among the community members to ensure project sustainability.

Challenges:

Challenges within the CBEP reflect impediments seen within the tourism sector worldwide. As the U.S. Peace Corps noted, most ecotourism sites do not realize a profit during the first few years of business start–up. Nearly all revenue is used to cover costs associated with building/improving tourist infrastructure, marketing, and training. Another key factor is visitor numbers, which are usually low in the first few years before the site becomes a well–known tourist destination. Project information is not always adequately disseminated to all members of a given community, or to marginalized groups.

Opportunities and Next Steps:

The CBEP has the needed momentum to develop into a far-reaching tourism and development initiative. Employment, revenues gains and community enthusiasm now need to be consolidated for the project to significantly alleviate poverty. Principal activities from the first phase of the project, such as institution-building, creating linkages, product diversification, marketing, infrastructure improvements, promotion of handicrafts and souvenirs, and cultural attractions, should be continued to ensure long-term project success. New undertakings include addressing sanitation and solid waste disposal problems, and developing environmental education tools such as checklists and displays. Sector analysis will benefit producers and consumers by providing innovative solutions to community development.

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ANNEX A.5
Project Profile: JAMAICA

ANNEX A.6
Project Profile: JORDAN

Project Name: Support to Jordan's Tourism Industry (AMIR 2.0)	Contract Number: 278-C-00-02-00210-00
Project Duration: 2002-2006	Funding Mechanism: Contract (Mission)
Strategic Objective: SO 278-005 Increased Economic Opportunities for Jordanians	Budget: $78,907,223
Donor Agencies/Partners: Amman Applied University for Hospitality Training Aqaba Special Economic Zones Authority Chemonics International Economic Consultative Council member Jordan Hotel Association Jordan Inbound Travel Agents Association Jordan Restaurant Association Jordan Society of Tour and Travel Agents Jordan Tour Guides Association Jordanian Tourist Board Ministry of Tourism and Antiquities Royal Hashemite Court Royal Jordanian Airlines Royal Society for the Conservation of Nature	

Context:

Tourism emerged in the 1990s as a key driver of Jordan's economy. It is the single largest employer and the second highest producer of foreign exchange. Between 1993 and 2000, tourist arrivals to Jordan increased 84 percent to reach 1.2 million visitors in 2000. Tourist receipts during that period represented 12 percent of the Kingdom's gross domestic product (GDP). In 1998 the Jordanian Tourist Board (JTB) was created, and early successes increased tourism revenues to 20 percent of Jordan's GDP by 2001. The aftermath of the September 11, 2001 terrorist attacks and the resumption of conflict in the region have caused tourism revenues to drop drastically, and 2002 estimates put tourism's contribution to the GDP at just 8 percent. This decline left the tourism sector facing an economic crisis that has called for a rapid-response rethinking of tourism sector practices and development of more progressive and proactive national tourism. As a result, the Market-Friendly Initiatives and Results Program (AMIR 2.0) was launched in Amman in September, 2004.

The goal of AMIR 2.0 is to create economic opportunities for Jordanians by promoting broad-based economic growth. The program supports both private sector development and policy reform through five major initiatives: business management development, financial market

development, information and communication technology initiative, micro-enterprise initiative and private sector policy initiative.

Under the Business Management Initiative portion of AMIR 2.0, project partners provide support to Jordan's tourist industry by working to develop business skills, strengthen business associations, and support public-private partnerships. Specific support to the industry includes development of sector-specific strategies, training of Jordan Hotel Association executives, and grants to tourism and hospitality organizations in Jordan. Project activities will be perpetuated in part by the government's allocation of 4 percent of national tourism receipts through 2010 for international marketing, product and human resource development.

Project Objectives:

Although there is no tourism sector per se within USAID/Jordan, the AMIR project builds upon both the water and economic opportunity pillars. Project objectives revolve around strategic assessment, planning and implementation, decentralized governance, and capacity building. Specific objectives are to:

- Develop Jordan's National Tourism Strategy and support a more enabling institutional and regulatory environment for tourism growth;
- Strengthen the marketing capacity of the JTB and of tourism associations to engage the private sector in policy formulation, implementation, and product development;
- Support the adoption of a policy for private sector management of tourism assets;
- Improve Jordanian tourism competitiveness and enhance tourism's contributions to Jordan's GDP and subsequent economic opportunities for Jordanians;
- Revolutionize Jordan's product offering by diversifying for niche markets and aggressively promoting private sector investment in tourism assets;
- Reform planning and implementation by institutionalizing a results-driven public-private partnership.

Approach:

To achieve tourism objectives set out in the work plan and subsequent national tourism strategy, the AMIR program provides technical assistance, institutional strengthening and capacity building, training, grant funding, and equipment.

Following a series of in-depth analyses of Jordan's financial and human resources, policies and procedures, institutional framework and management capacity vis a vis the tourism sector, the AMIR project (via provision of technical assistance and financial support) worked with JTB to strengthen tourism's institutional framework, improve marketing effectiveness and enhance the operation of stakeholder partnerships. A steering committee with focused work teams was created in 2002 to develop a national strategic plan, and the group met during an intensive workshop at Petra in June 2002 to address the recurring topics of marketing and promotion, product development, regulatory and institutional framework, and human resources. A national strategy, integrating niche market development, a value-chain approach, and cluster-competitiveness, evolved from this meeting to give coherence and an aggressively proactive approach to tourism initiatives in the Kingdom.

Performance indicators for AMIR:

- Double the national tourism revenue from foreign sources in real terms to JD 1.3 billion;
- Expand tourism related employment to 51,000 jobs and develop thousands of small and medium enterprises;
- Bolster government tax revenue from the growing tourism industry to capture JD 455 million annually;
- Diffuse Jordanian tourism regionally.

Monitoring of the project was done through reports to the central bank and surveys.

Pitfalls and Remedies:
The principal constraint to a sustainable tourism industry in Jordan remains the widespread regional unrest - tourism visitation and revenues ebb and flow with the waves of regional instability.

The 2002 AMIR assessment identified various constraints to successful and sustainable tourism:

- In collaboration with the government, it is critical to restore a growth pattern to tourism;
- The Jordanian Government must bolster the JTB budget, approve structural changes, and conduct skills recruitment to empower board's capacities;
- JTB must expand information management with web capability to interface with customers and serve as a support/distribution system for products. Research into target marketing and position is also critical
- There is a critical need to enhance the relationship between JTB and Jordan's national airline carrier, Royal Jordanian Airlines;
- Compared to comparable tourist locales, Jordan exhibits low visitor spending to due to short duration of stay, uncoordinated visitor servicing after arrival, and lack of information on product range and diversity. Jordan averages $485 per daily tourist expenditures to Egypt's $767, Lebanon's $1000 and the global average of $670;
- Visa, immigration, and customs processing must be streamlined and airfares must be competitive to unencumber Jordanian tourism;
- Numerous barriers to entry exist, from high capital requirements and minimum deposits for foreign and domestic investment. Excessively burdensome regulations are prohibitive to Jordanian tourism competitiveness. As an example, tourism operators must deposit JD 50,000 as a financial guarantee of investment with the government. The deposit exceeds JD ten million for new coach companies. While this ensures economic stability of tour operators, it excludes many other small and medium enterprises from entry.

There are continued problems and constraints at a lower level, including:

- Lack of interpretation or signage;
- Inadequate transportation to and around sites;
- Inadequate visitor centers and museums shops;
- Poor access to local handicrafts;
- Inadequate guide and hospitality training;
- Lack of promotion within Amman and in-country; and

- Hotel distribution: it is concentrated in the North of Jordan and luxury hotels are limited, thereby constricting market possibilities.

Achievements:

Support to Jordan's tourism industry was provided as part of the AMIR 2.0 project. Project partners achieved the following:

- In 2002, the project conducted extensive analyses of JTB's business plan; financial and administrative procedures; human resources systems, policies and procedures; and institutional framework, management capacity and operations;
- The project began work with key tourism stakeholders in 2002 to develop a strategic approach for developing the tourism economy of Jordan. This public-private partnership included the Ministry of Tourism and Antiquities, the Jordan Tourism Board, the Jordan Hotel Association, the Aqaba Special Economic Zone Authority, the Royal Society for the Conservation of Nature, Jordan Society of Tour and Travel Agents, Economic Consultative Council, and the Royal Hashemite Court. His Majesty King Abdullah II unveiled the national tourism strategy at the World Economic Forum in May 2004.

Since the inception of the strategy, the Government of Jordan has allocated a substantial increase in the tourism marketing budget, endorsed private sector management of tourism assets, produced a human resource development strategy, supported the creation of the Jordan Inbound Tour Operators Association, and catalyzed the Open Skies initiative. Currently, hotel quality and performance standards are being established, tourism services and management training are being offered and other enabling practices are being implemented. Fifty-thousand micro-enterprise borrowers have accessed credit, including many women entrepreneurs.

Capacity-building has been multi-faceted, focusing on hoteliers, tour operators, and business association. Hotel-owning companies participated in a seminar on alternative investment strategies, securing financing, as well as how to prepare for Initial Public Offerings (IPO) for those who may seek equity or debt financing on the open market. The JTB also facilitated workshops on crisis management in response to the drastic drop in tourist visitation following regional unrest in the new millennium. These workshops identified impediments and possible resolutions to the decline in visitation. A second workshop, aimed at business associations, broadened participant's knowledge of the industry and discussed how to target new investors and clients around the world.

Another facet of capacity-building was the provision of a grant to modernize the computer system at Ammon Hospitality College, Jordan's only specialized hotel, tourism, and technical training school. Ammon Hospitality College enrollment and graduation rates are on the rise, especially among women, and are expected to double over the next four years.

In addition to general project achievements, the AMIR project also achieved numerous cross-cutting results. Natural resource management has been brought to the forefront under the directive of the JTB and the Royal Society for the Conservation of Nature. This collaborative has generated rapid growth in the adventure, nature, and ecotourism niches. The Azrag and Wadi Dana Nature Reserves will use a $3 million dollar grant from the Royal Society to fund conservation activities and to build an interpretive center. The interpretive center will focus on

several themes, including Jordan's natural heritage and the importance of water conservation and environmental protection. Other U.S. government agencies such as the U.S. Department of the Interior and the U.S. Department of Commerce's National Oceanic and Atmospheric Administration (NOAA) consulted with locals to devise a national park management strategy and to sponsor an IUCN ecotourism conference.

Often, national park preservation is synonymous with cultural and historic preservation. Centerpieces of cultural preservation in Jordan include Bethany, Jesus' alleged baptismal site, Lot's Cave, and the World Heritage Site at Petra. A three million dollar endowment for the American Center for Oriental Research, Jordan's premiere international archaeological institute, will address preservation of the Amman citadel, the Madaba archaeological park, and the Byzantine church at Petra. Adverse tourism impacts in Petra have been reduced with construction of a waste-water treatment system in Wadi Mouda. The plant benefits 1,100 local households.

Lessons Learned:
External influences such as political instability or weak foreign exchange can be very destabilizing for a given tourism market. A corollary in Jordan is the relative success of attracting Middle Eastern tourists, yet few European or American visitors.

Opportunities and Next Steps:
Tourism in Jordan is presently at an important crossroads. The economic crisis has brought into sharp focus the need for action on a number of fronts to move the industry from a reactive, crisis management mode into a state of sustainable growth. There is a need to broaden the product base and expand the targeting and segmenting of its markets.

Diversifying the product can be accomplished through several means. Maximizing Jordan's premier reputation for cultural heritage experiences, health and wellness offerings, and "welcoming, friendly people" is conducive to promoting national tourism. Other niches to be explored are adventure travel, ecotourism and business tourism based upon the "Meetings, Incentive, Conferences and Exhibits" (aka "MICE") concept.

Adventure travel and ecotourism is viable particularly at the Red Sea (scuba diving, snorkeling, spas, and mountain biking), Wadi Rum (desert trekking and camel rides), Mujib Wildlife Reserve (mountain biking and trekking), and Shaumari Nature reserve (landscape, biodiversity, and rare plants). A concerted marketing campaign and development of cultural centers and large-scale hotels can attract MICE business tourism. Similarly, cultural events such as the Jeras Festival for Culture and Arts or the Souk Ukaz Festival could be promoted. A strategy to better coordinate the timing of events, factoring in seasonal fluctuations, and a regional and international marketing plan would heighten attendance. Handicraft production would benefit from certification, project branding, competitive pricing with regional goods produced in bulk, and promotion at international fairs.

In order to fully develop niche tourism in Jordan, a well-defined direct target market of tour operators and specialist agents is necessary, as is direct support for producers selling their products through specialized media or distribution systems.

Geographic, product association, or thematic cluster approaches are other means to create linkages between different tourism sectors and markets. A cluster-based approach focusing upon tours of the Holy Land, or an Egypt/Jordan package, or other variations would be an alternative approach to existing practice.

Diversification and cluster approaches are facilitated though market research and feasibility studies. Currently, there is limited statistical information about tourists and their travel preferences in Jordan. Information such as principal attractions, length of stay, visitor expenditures, and travel deterrents, can be used to improve or redirect existing tourism products. A comparative analysis indicates that pressing tourist concerns in Jordan include security and peace, proximity to Europe, safety for female travelers, construction of family-oriented facilities, and visa cost for day visitors. Likewise, improvements in infrastructure, public toilet facilities, telecommunication, catering, disabled facilities and information availability are needed to enhance satisfaction with the Jordanian tourist experience.

Other necessary institutional reforms include enhancing the Ministry of Tourism and Antiquities Mandate to ensure effective implementation of tourism plans. There is also the need to transform JTB into a private sector-oriented institution. It is important to provide legal support to evaluate the issue of JTB status to ensure its private-sector orientation, and identify and assess legal and best practice evidence to support this as best practice.

The JTB and the private sector, in conjunction with local and international institutions, have vested interests in developing high standards of training and education for tourism development. These standards include:

- Developing a center for tourism human resources development;
- Establishing tourism occupation standards;
- Supporting and facilitating a tourism qualifications framework, through which all learning achievements in the tourism industry may be measured and related in a coherent way that defines the relationship between all education and training awards;
- Encouraging and promoting training culture in industry; and
- Developing quality tourism and hospitality programs in training curricula.

Related Materials and Sources of Information:

www.amir-jordan.org

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Annex A.7
Project Profile: MEXICO

Project Name: CRM II - Conserving Critical Coastal Ecosystems in Mexico	Contract Number: PCE-A-00-95-00030-05
Project Duration: 1996-2003	Funding Mechanism: Cooperative Agreement – CRM II, Coastal Resources Management
Strategic Objective: 523-001 Critical Ecosystems and Biological Resources Conserved	Budget: $3,050,000
Donor Agencies/Partners: Amigos de Sian Ka´an A.C. (ASK) Asociación Nacional de Acuicultores de Honduras (ANDAH) Auburn University Conservation International-Mexico (CI-Mexico) International Center for Aquaculture and Aquatic Environments Nicaraguan Association of Aquaculture Pacific Aquaculture and Coastal Resources Center University of Hawaii at Hilo University of Quintana Roo University of Rhode Island Coastal Resources Center (URI/CRC) Xcalak Community Committee	

Context:
Mexico is considered the fourth most biologically diverse country in the world, and Cancun—the largest city in the state of Quintana Roo—accounts for one-third of Mexico's total tourist revenue, offering 22,000 hotel rooms within 20 km of coastline. Over a twenty-five year period, 300,000 Mexicans relocated to Cancun for employment opportunities. Therefore, less developed Quintana Roo has the potential to capitalize on some of Cancun's tourist trade, and to proactively prepare for the potential negative impacts of increasing visitation to the region.

Project Objectives:
The primary goal of the Conserving Critical Ecosystems project was development of non-governmental capacity to provide leadership and build public support for coastal management at the state level, and to work toward tangible conservation results at the community level. Specific project objectives included:

- Advance coastal management in areas surrounding biodiversity conservation sites;
- Promote voluntary measures to minimize environmental impacts;
- Improve coastal governance;
- Increase local and regional capacity to utilize ICM principles and practices.

Tourism activities were seen as one mechanism for achieving these objectives, and development of ecotourism strategies and guidelines for low-impact tourism became an additional project objective. The project maintained relationships with two types of partners, strategic and boundary. The strategic partners included Amigos de Sian Ka'an (ASK), the University of Quintana Roo, and RedMIRC (ICM Network), and they were responsible for education, persuasion, and support to boundary partners, and training of trainers. Boundary partners were closest to the decision-making processes, and included the villages of Xcalak and Mahahual, Laguna Guerrera, Raudales, the municipality of Othón P. Blanco, the state agencies of Quintana Roo, and federal government delegations and Mexico City departments. Boundary partners were located at the boundary and they affected decisions about coastal resource use and became experts on replication and growth. Strategic partners were responsible for implementing the on-the-ground work and they took the lead liaison role with local authorities and other stakeholders.

Approach:
Approaches for promoting Integrated Coastal Management (ICM) include integration of existing local ordinances, practical demonstrations that using ICM transcends the boundaries of established parks, promoting good management for mariculture and tourism, and increased capacity building of facilities management. The Conserving Critical Coastal Ecosystems initiative used several specific approaches:

- Promoting participatory and co-management, particularly for mariculture and tourism;
- Establishing cross-sectoral mechanisms and partnerships for planning and implementation;
- Using best development, low-impact practices;
- Building the capacity of a wide range of stakeholders;
- Developing land management regulatory tools;
- Developing a stakeholder-driven management plan and advisory committee;
- Updating the Xcalak Community Tourism Strategy;
- Providing informational support from the Costa Maya Geographic Information System used to develop regional protocols and a digital atlas;
- Promulgating the notion that ICM transcends the boundaries of parks and preserves and can be integrated in community development.

Achievements:
Tourism activities were conducted specifically in Xcalak and at Chetumal Bay. The project's goals for Xcalak were 1) to build capacity of NGOs, community and government actors to carry out sustainable site management and implement low impact tourism practices, 2) to establish tangible demonstrations of site-based, participatory integrated coastal management (ICM) as a tool to promote sustainable tourism development along a reef-line coast with low population density, and 3) to promote the development of low impact practices for tourism. Some key achievements for Xcalak include:

- Development of social and natural resources profiles;
- Development of a park management proposal through participatory processes;
- Successful monitoring of the reef over a two-year period;
- Establishment of a technical advisory commission drawn from a broad group of stakeholders;
- Development of a management plan with community participation;
- Hiring of a park ranger from the community;
- Establishment of on-site infrastructure for administrative management and equipment storage.

In addition, the Tourism Cooperative—a consolidated group of local fisherman established to ensure that community groups benefited from regional tourism initiatives—was selected as a partner for the development of local capacity and the promotion of local tourism benefits. While partnerships were implemented sporadically, they marked an important step toward the establishment of partnerships with the private sector.

The project produced the *Guidelines for Low-Impact Tourism Along the Coast of Quintana Roo*, which was printed in English and Spanish and distributed to private developers and governmental institutions. The project promoted voluntary implementation of these guidelines. These guidelines provided a first step in training governmental officials that review environmental impact assessments and develop policy for the region. The initial plan was to have ASK work with facility developers from the outset to ensure that their plans aligned with community wishes. This goal proved elusive, as many of the developers were not based in the area (a primary reason for the lack of communication between development and the community), and it was difficult for ASK to connect with the mass tourism industry. Also, given that growth in the area had been sporadic at best, it was difficult to anticipate pending development projects in the area. As a result, the project shifted instead toward incorporating good practices in the environmental permitting process.

Some minor tourism-related achievements were made in Bahía Santa María. Three cooperatives were formed, and their capacity to implement economic activities, including those in ecotourism, was increased.

Project initiatives in Chetumal Bay were somewhat different because Chetumal Bay was developed as a "living laboratory" for ICM. Tourism-related activities included the increased extension by university programs and NGOs to assist the community with tourism development, environmental education, and socio-economic issues.

Perhaps the most prominent community-based development activity in Quintana Roo was the establishment, in 2000, of the Xcalak National Marine Park. This initiative represents the hallmark for local level participatory coastal management, and as a national park, it demonstrates the clear connection between ICM, community participation, and the development of sustainable tourism as a mechanism for natural resources conservation and protection. The project demonstrates the utility of Protected Areas and Ecological Zoning Programs (OET) as policy tools for promoting intra-governmental coordination and public participation in Quintana Roo.

The Xcalak Peninsula is located near the border with Belize, and aside from the fishing village itself, the peninsula is almost uninhabited. However, due to its geographic location, it is considered to be one of the most important ports in the Western Caribbean. Until 1995, coconut farming was the primary economic activity in the area, but the industry was destroyed when Hurricane Janet ravaged the Costa Maya coastline. As a result, fishing and tourism became significant contributors to Xcalak's industrial income, but in the mid-1990's the fishing industry began to suffer due to a decrease in the resource base. Moreover, the state government of Quintana Roo informed the community that the Costa Maya had been identified for tourism development, so the community began to take proactive measures to ensure that its rights and assets were protected during the development process.

Coastal communities prepared their own vision and strategy statement, which alerted government officials, potential developers and other interested stakeholders that the people of Xcalak supported low-impact development, participatory planning and implementation, and a vision that supports a direct link between their economic well-being and the health of the environment through tourism and fisheries. Due to the community's advocacy, the park was established by presidential decree (by President Zedillo) on June 5, 2001, that year's World Environment Day. The communities also drafted a management plan which was approved and adopted in 2002.

Pitfalls:
Several challenges caused delay in the consolidation of the project:

- Turnover of governmental authorities caused delays in the project;
- Lack of infrastructure and services in Xcalak discouraged the community and were a disincentive for tourism promoters;
- Municipal, state, and ASK support to the community was inconsistent due to staff turnover and budget constraints;
- Community support wavered due to limited economic benefits to the community.

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ANNEX A.8
Project Profile: MEXICO

Project Name: Strategic Planning and Monitoring for Conservation and Sustainable Development	Contract Number: 523-G-00-00053-00
Project Duration: 2000-2003	Funding Mechanism: Grant (Mission)
Strategic Objective:	Budget: Unknown
Donor Agencies/Partners: Conservation International DevTech Systems USAID/EGAT/NRM	

Context:

As home to several key and endemic species, including the jaguars, spider monkeys, red-backed squirrel monkey, Baird's tapir (12 percent of total Meso-American species); 24,000 different plant species, including 5,000 endemic plants (including two flora families: Lacandoniacae in Chiapas, and Ticondendraceae in Oaxaca); 70 orchid species; and 1,159 endangered terrestrial vertebrate species, Meso America is the world's fourth most biologically rich hotspot, and its second most valuable ornithological hotspot. In addition, Spanish cedar, Big-leaf, and Pacific mahogany are present in the region. The region spans several different ecosystems, including dry forests, lowland moist forest, montaine forests, intermittent coastal swamps, mangrove forests, and broad-leaved and coniferous forests. Only 20 percent of these forests are preserved in their original state, and human extractive activities—including large-scale timber extraction, monoculture export crops, and oil and mineral development—are responsible for much of the degradation. These environmental concerns are exacerbated by problems of inequity in land distribution and an average regional population growth of about 7 percent to 10 percent.

Selva Lacandona presents a veritable wealth of attractions for tourism: outdoor adventure-type activities, cultural richness of diverse indigenous communities, singular beauty in the natural landscape, and archeological treasures. However, due to its location within the Chiapas region of Mexico, the area faces a number of challenges to developing the potential of its tourism. Social unrest in the form of conflicts over land rights has long plagued the area, and Chiapas' exponential increase in population between 1970 and 1990 has put added pressure on the region, particularly Selva Lacandona. In addition, logging, if it continues unchecked, will have adverse impacts on the very resource that attracts tourism to the region.

Within this context, USAID has partnered with Conservation International (CI) on four ecotourism projects since 1995, the first being a pilot ecotourism hotel in Frontera Corozal, Chiapas under an initiative that lasted from 1995-1998. Based on the success of this first initiative, USAID subsequently partnered with CI to implement a participatory planning process under the Selva Lacandona Regional Strategy Program (1998-2003). An ecotourism assessment was performed for the region in 2000, under the cross-border South-South Small

Grants Program, which enabled the establishment of a small grants program for ecotourism under the Selva Maya Small Grants Program. All of these successes led the way for the Government of Mexico to begin supporting ecotourism initiatives in FY2001.

Project Objectives:
The Selva Lacandona project had three primary objectives:

- A joint regional strategy for the conservation of biodiversity in the Lacandon Region of Chiapas;
- A monitoring system of critical areas within the Lacandon Forest ;
- Training in the management of protected areas for the Lacandon indigenous communities (Maya Lacandon, Tzeltal, and Chol people).

Approach:
A strategic plan for conservation of biodiversity in the region was produced through participatory process with governmental agencies, communities, local non-governmental organizations (NGOs), research institutions, and universities in June 2002. The resulting implementation of this strategic plan yielded a monitoring system for forest cover and land use based on remote sensing and satellite images, and a resulting early warning system for forest fires and invasions of protected areas. Information from this system was integrated into the geographical database for Selva Maya and Mesoamerica. A similar system was developed for monitoring water bodies. Field visits provided a baseline evaluation of water quality and an inventory of the water bodies in the Lacandon Region. The Selva Lacandon project also implemented a wide variety of training activities in natural resources management for indigenous communities; subject matter included planning and land distribution, monitoring projects, over-flights, and field activities.

Tourism training and development was an integral part of USAID's Selva Lacandona project; this led to the initiation of four ecotourism activities. These operated predominantly in indigenous areas of the region, and training activities provided to indigenous communities (primarily the Chol) centered on acquisition of entrepreneurial skills, business diversification, and facilities management.

One programmatic approach of particular note for tourism in Selva Lacandona is the importance of incorporating gender equity issues within the context of tourism initiatives. Women often hold primary responsibility for the success of family-run hospitality initiatives, but have comparatively little authority over the revenue generated by those initiatives. It is paramount to increase women's participation in decision-making processes and through training programs to give them the necessary skills to improve their capacity to provide services and to negotiate for greater control over family resources. In addition, women and children often suffer more of the negative impacts of increased tourism on a region, specifically potential environmental health concerns, the likely negative effects of increased alcohol abuse by men, and greater risks of sexual activity with visiting tourist populations (either by themselves or by the men in their lives). Tourism presents a tremendous opportunity for a region with such a rich diversity of archeological, natural, and cultural resources, and gender roles and dynamics need to be carefully considered when planning tourism development activities.

Achievements:

USAID's tourism activities in the region have made significant progress in a number of areas:

- Facilitated an increased comfort level between reserved indigenous communities and visiting tourists;
- Provided training to meet needs recognized by host communities;
- Increased understanding by host communities of the need for improvement in facilities for tourists, including sanitary dining facilities, potable water sources, wastewater treatment, and trash disposal;
- Increased awareness by community elders regarding the economic contributions that female community members can make in the livelihood of the community;
- Increased awareness of the vulnerability that comes from relying solely on one economic endeavor, such as ecotourism (2002 was a particularly poor year for generating revenue, and the sharp decrease in tourist visits caused irreparable damage to the social fabric of the community due to squabbles over the limited tourism revenues.)

Pitfalls and Remedies:

The advent of tourism in the Selva Lacandona region followed the construction of a paved road into the region in 1996. Prior to that time, fewer than 700 tourists visited the region every year due to the inaccessibility of the area. By 2003, more than 55,000 tourist came to the the region annually. As a result, the project needed to prepare communities to respond to change. Greater attention was paid to helping community members take a more participatory role in guiding development that was acceptable to the local culture and benefited the indigenous population.

Lessons Learned:

There were several general lessons learned under the Selva Lacandona project:

- The importance of working with a wide variety of stakeholders when developing conservation strategies;
- The need to develop accurate monitoring systems to provide information for gauging the effectiveness of project implementation;
- The immeasurable value of developing human resources within local communities for the effective management of protected areas.

The specific goals of the tourism component of the Selva Lacandona initiative were to ensure that the landscape and culture would not be irrevocably altered when implementing natural resources management and tourism activities. In order to achieve this and to establish local ownership for similar tourism initiatives, several considerations must be incorporated into project design and implementation:

- *Providing skills and management training for local communities*: A project must assist local communities conduct a training needs assessment or otherwise identify the skills that would benefit them for ecotourism ventures.

- *Adopting an implementation plan which recognizes local capacity and builds the ecotourism product from within rather than from without*: Local communities must feel ownership of ecotourism initiatives within their communities, and they must be empowered to manage those

initiatives to realize the full potential for economic growth, natural and cultural preservation, and increased self-determination.

- *An equal distribution of the ecotourism returns*: Ecotourism as an industry or sector is particularly sensitive to social and cultural strife. Since product promotion frequently occurs by word of mouth, even the slightest hint of discomfiture in the destination site will cause the destination to lose appeal for the visitor. In consideration of this, the economic returns which result from ecotourism ventures must be distributed equally and evenly throughout the host community so that all sectors of the society benefit from the activity. If the ecotourism initiative can garner everyone's support, it will benefit every member of the community to support the initiative.

- *Maintaining a positive perception of the ecotourism activity by the host community is essential for the preservation of the destination image:* Just as tourism is susceptible to fluctuations due to international political events (the ultimate example being the September 11, 2001 World Trade Center attacks), so too is the market affected by negative experiences at the destination.

- *Promoting additional economic activities to retain youth*: In addition to tourism activities, alternative economic opportunities must be developed in rural conservation settings to prevent "brain and capacity drain" to the cities. Since community-based tourism initiatives rely entirely on the community's capacity to manage and maintain a standard of operations, the retention of skilled and entrepreneurial actors is essential for success in the sector.

- *Creating lending and borrowing institutions to finance micro-projects and community development*: Despite its success in garnering an ever-increasing portion of the international market, tourism continues to be met with skepticism by lenders, and bears the stigma of an unstable sector that is subject to any number of effects. Subsequently, there are few credit options for entrepreneurs interested in investing in tourism initiatives, as compared to the wide array of financing mechanisms available to support other economic activities.

Opportunities and Next Steps:

Despite the objectives and approaches of the project, some friction remained between local populations and tour operators, specifically about waste disposal and loss of tourism revenues outside the community. These two issues are indicative of the types of issues that might be addressed in follow-on initiatives.

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ANNEX A.9
Project Profile: NAMIBIA

Project Name: Living in a Finite Environment (LIFE)	Contract Number: 690-A-00-99-00227-00
Project Duration: 1993-2009	Funding Mechanism: Cooperative Agreement Geographic Information for Sustainable Development (GISD)
Strategic Objective: 673-003 Increased benefits received by historically disadvantaged Namibians from sustainable local management of natural resources.	Budget: $17,000,000
Donor Agencies/Partners: Associates in Rural Development, Inc. (ARD) Government of Namibia, Ministries of Environment and Tourism Management Systems International (MSI) Namibian Community-Based Tourism Association (NACOBTA) Rossing Foundation United States Agency for International Development (USAID) World Wildlife Fund (WWF)	

Context:
Namibia has a total land area of approximately 825,000 sq km and a population estimated at 1.8 million, with an annual growth rate of three percent. It is the driest country south of the Sahara, with average rainfall varying from above 600 mm in the northeast to less than 25 mm in the Namib Desert to the west. Rainfall is erratic both temporally and spatially, leading to large localized differences in precipitation and large fluctuations from one year to the next. Drought is a regular occurrence.[16]

The shortage of water is the main limiting factor on Namibia's economy, which is almost entirely reliant on natural resources. Two-thirds of the population live in rural areas and are directly dependent upon the soil and living natural resources for their livelihoods.

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[16] This case study is a compilation of documents produced by Brian Jones, Senior CBNRM advisor, USAID/Namibia, and Nancy Diamond, Natural Resources Clearinghouse. All text is directly from Jones and Diamond, unless otherwise cited. The referenced documents are: Diamond, Nancy K. 2005. and Jones, Brian. 2004.

Although Namibia is classified as a low–middle income country with a relatively high per capita income (US $1,730 in 2001), the distribution of income is highly skewed. Namibia has a Gini coefficient measuring 0.70, which is one of the highest values recorded worldwide.

Approximately 55 percent of the nation's income accrues to only 10 percent of the population. Fifty percent of the population fall below the poverty line and almost 35 percent of Namibians live on less than US $1.00 per day.

Due to the highly variable climatic conditions, there is a need to diversify economic activities in rural areas. Wildlife-based tourism is one of the main forms of diversification, and tourism is the third highest contributor to GDP. However, in the past, local communities were excluded from most of the benefits from tourism apart from a few menial jobs.

In many communal areas, wildlife numbers declined dramatically in the 1980s due to drought and heavy poaching by South African officials and local people. In North West Namibia, NGO projects demonstrated that community-based approaches to wildlife conservation could be effective. Namibia developed a new Policy on Wildlife Management, Utilization and Tourism in Communal Areas and the Nature Conservation Amendment Act of 1996. The intent of the policy was to enable rural communities to gain the same rights of use and benefit from wildlife as commercial farmers and to gain rights over tourism concessions. The Nature Conservation Amendment Act of 1996 enabled the Minister of Environment and Tourism (MET) to give rights over wildlife and tourism to local communities that formed a management body called a conservancy.

Conservancies are socially, rather than territorially or administratively defined. They could include multiple communities. Before rights were conferred, a conservancy was required to have defined membership and boundaries and a representative management committee. Once these conditions were met, the Nature Conservation Amendment Act conferred the ownership of huntable game (i.e., oryx, springbok, kudu, warthog, buffalo, and bush pig) for the conservancy's own use and the right to apply for permits for the use of protected and specially protected game. The government set the quota for off-take.

The Living in a Finite Environment (LIFE) project diverged significantly from historical land allocation practices and access to resources in Namibia under colonial rule. When Namibia was under German rule between 1888 and 1917, white settlers appropriated much of the central part of the country and began the process of developing "reserves" for the native tribal groups. In many instances, the land allocated to tribal groups was amongst the least suitable for crop growing and livestock farming, constituting large parts of the arid north-west and of the Kalahari sand veld in the east and northeast. At independence in 1990, the freehold sector (almost exclusively white) comprised 43 percent of the country's landholdings, 41 percent was communally held land, and 15 percent was conservation areas and other state land. Nearly one million people now live on communal land, while a few thousand people own land in freehold. The LIFE project, by contrast, is demarcated by decentralization of natural resources and a shift in land distribution.

Project Objectives:

NATURAL RESOURCES INFORMATION CLEARINGHOUSE (NRIC)

USAID began funding community-based conservation in Namibia through the LIFE Project in 1993, as an extension of the Botswana Natural Resources Management Project (1989-1997). The aim was to support existing government and NGO initiatives to devolve rights over wildlife and tourism to local communities in order to promote sustainable natural resource management on communal land. The LIFE Project entered a second phase in 1999, which ended in 2004, and a third phase will run through 2009.

The overall objective of LIFE has been to improve the quality of life of rural Namibians through sustainable natural resource management. The project has focused on three main components:

- *Rural Development*: increasing the income and other benefits to local communities through sustainable natural resource management, and in particular through wildlife-based tourism activities;
- *Democracy and Governance*: supporting the establishment of representative community-based management institutions called conservancies, which can make decisions about natural resource management and other development activities;
- *Sustainable Natural Resource Management*: the objective is for the conservancies to actively manage their land resources, leading to an improved resource base.

Approach:
LIFE I: In this phase, the project operated as a pilot Community-Based Natural Resources Management (CBNRM) effort and was designed to test CBNRM approaches in Namibia. The targeted areas were primarily Caprivi and eastern Otjozondjupa (Nyae Nyae) regions in the northeast areas of Namibia.

LIFE II: This phase provided continuing support for earlier conservancy development efforts and built upon the successful efforts of LIFE I. It expanded program support to Erongo and Khaodi /Hoas areas of western Namibia. Phase II also provided support for the development of an effective national-level CBNRM program management structure. The intent was to build up Namibian capacity, both governmental and non-governmental, to manage fully the program as the WWF involvement was scaled down and phased-out.

LIFE III: Phase III, or "LIFE Plus," will focus on institutional support to the Ministry of Environment and Tourism to build its capacity for implementing community-based natural resources management. It will also continue to build capacity of NGOs to support the conservancies. LIFE Plus will also continue to build the institutional capacity of conservancies to manage their own affairs, and will help them to build sound governance systems and procedures that ensure accountability and transparency in decision-making and financial management. There will be a focus on harmonizing sand possibly integrating sectoral policies that promote CBNRM, and a focus on coordinating coordination between sectors. LIFE Plus has a strong emphasis on small business development by conservancies and individuals. It will continue to support conservancies in their management of natural resources, particularly with wildlife monitoring and exploring various sustainable utilization options.

Achievements:
As noted in the USAID Strategy, FY04-FY10, the LIFE Program has had national-level impacts on economic growth and poverty reduction, biodiversity recovery and environmental

rehabilitation, and government policy and legislation, as well as on local participation and empowerment. Income and benefits to CBNRM program participant reached $2.35 million in 2004. The total number of conservancies increased from 15 in 2002 to 31 in 2004. Eighteen of the conservancies are receiving cash benefits. Contributions to the national economy by CBNRM-assisted enterprises are conservatively estimated at $5.5 million, including turnover of joint venture lodges, sustainable trophy hunting, thatching grass, and other direct income sources.

Private sector partners in conservancies generated these revenues, while conservancy income/benefits, estimated at $1.76 million, represent a 31 percent increase over last year. Job creation has also expanded, with 547 full-time and 3,250 part-time jobs created in conservancy areas. The number of beneficiaries has reached 98,995, more than double the target of 48,825. There are an additional 100,000 beneficiaries in the emerging conservancies. In some regions, it is estimated that in 2003 conservancies directly provided 35 percent of residents' total cash income and 28 percent of area employment.

Presently, there are 31 registered communal area conservancies in Namibia, covering close to eight million hectares of land. This is an increase from four conservancies in 1998 covering an area of 1,682,100 ha. The government is poised to register and gazette an additional 10 conservancies and another 40 are being formed. This represents significant growth in a period of six years given that forming a conservancy can be a lengthy and time-consuming process - particularly negotiating boundaries with neighbors and registering members.

Significantly, a number of communities that do not have much potential to generate income from wildlife and tourism have formed conservancies. Although in some cases there might be unrealistic expectations concerning income generation, in others different motives appear to be important. Residents seem to believe that conservancies can provide useful institutional arrangements for managing other resources such as grazing and for gaining a stronger claim over their land

There is now sufficient institutional capacity and potential for older conservancies to network with and serve as mentors for others. Institutionally, USAID has assisted with the creation of a CBNRM unit at the MET and the formation of the Namibian Association of CBNRM Support Organizations (NACSO).

Conservation Benefits:
The development of conservancies has contributed to the maintenance of wild habitat and has helped to promote wildlife and tourism as legitimate land uses. Most of the registered conservancies have inventoried existing land uses and zoned specific areas of their conservancies as dedicated wildlife management areas in which trophy hunting and/or photographic tourism is being promoted.

Since 1999, more than 3000 mixed plains game animals have been re-introduced into six communal conservancies. This major re-introduction effort is being broadly supported by the MET, the private sector (who have donated many animals), the LIFE Program, and international donors. As recently as 1998, the re-introduction of wildlife into communal areas would not have warranted such extensive attention. However, the change in community attitudes and attendant drops in poaching have created the right conditions for game re-introductions.

The increased community stewardship over wildlife is leading to a recovery of wildlife populations across large parts of northern Namibia, in particular the north-west. Not only are wildlife numbers increasing, but also distributions of many rare and valuable species are expanding. In particular, the population growth of such endangered species as black rhino and Hartmann's zebra are well documented in northwest Namibia, while elephant ranges are expanding in both the northwest and northeast of Namibia. High-value species such as roan, sable and buffalo are also prolific. In the Kunene regional alone, gemsbok, springbok and Hartmann's zebra sightings were up by 33 percent, 16 percent and 11 percent respectively from 2002 to 2003. Just as significantly, game is also expanding into new southern tier conservancies. More wildlife translates into increased levels of benefits to communities.

Socio-economic Benefits
The total estimated 2003 direct income and benefits to conservancies and community members amounted to US$1,763,976. CBNRM-supported enterprises (i.e. joint-venture lodges, trophy hunting concessions, thatching grass industry, community-based tourism enterprises, crafts, and live game sales) resulted in the employment of 542 full-time and 2,933 part-time employees.

The conservancies with high wildlife numbers and good scenic attractions have the highest potential to generate income. Torra conservancy in Kunene Region, on the margins of the Namib Desert in north-west Namibia, is a good example of this potential. Torra has a small number of residents, only 120 households, within an area of around 352,200 ha. In early 2003 the conservancy distributed a dividend to members of US$76, the first such household distribution the conservancy has made. It was the first conservancy to become fully responsible for all its own operating costs (start-up costs for most communal area conservancies are provided by grants from the LIFE project). It has a number of income-generating activities, including a successful joint-venture agreement with a reputable southern African photographic tourism company to operate an up-market tourism lodge.

The rental and percentage of turnover from the lodge was US$30,300 in 2002; income from trophy hunting was US$18,000; and the live sale of game generated US$13,230. This gives a total income to the conservancy of US$61,500. Wages from the lodge were US$25,000 and wages from temporary employment by the safari hunter were US$660. For the same period, the value of meat distributed was just over US$5,383, and the value of game hunted for personal use was US$4,187.

The amounts earned by the conservancy and the household dividend appear small in US dollar terms. However, their significance becomes clear when one considers that the average income of subsistence farming households is estimated at US$700 a year, and for the poorest 20 percent of households around US$200 a year.

Democracy and Governance Benefits:
Community members in the 31 registered conservancies are starting to exercise their devolved rights over wildlife and tourism. This devolution of authority to local level bodies is part of a broader democratization of natural resource management by government after independence that includes giving local communities rights over forests and over water.

South Africa's colonial rule in Namibia was based on top-down decision-making that did not encourage local level democracy. Since independence, the Namibian Government has introduced a decentralized system of Regional Government. However, the regions are large and there is no government decision-making body below the region in rural areas. Conservancies are starting to fill this gap by providing local level decision-making bodies that have funds of their own for communities to use for their own development.

Conservancy committees are learning to manage funds on behalf of their members and to include members in decisions on how to use these funds. Conservancy members are learning that they can hold their representatives accountable and replace them if necessary. In one conservancy, committee members voted themselves substantial loans from conservancy funds. Once this became widely known by community members, the first available opportunity was used to replace the committee.

Since the initial policy change, several other policy and legislative reforms have been developed to support CBNRM efforts and devolve authority over NRM to local communities including:

- A policy on the promotion of community-based tourism that grants concessionary rights to conservancies for tourism lodge development and operations within conservancy boundaries (1995);
- New legislation currently being drafted (a Parks and Wildlife Act) is expected to give conservancies stronger rights over resources and to open up new opportunities for community participation in park advisory boards and community access rights to park and reserve resources;
- The wildlife conservancy structure and requirements serve as models for community forest management under a new Forest Development Policy and Forest Act. The MET has decided that rather than having separate conservancy and community forest committees within one community, the two institutions should be integrated. Rural Water Use Associations (RWUAs) with their elected Water Point Committees, under new legislation administered by the Ministry of Agriculture, Water and Rural Development (MAWRD), have institutional requirements similar to the conservancies. These voluntary associations of individual rural water users would be allowed to manage a water point or group of water points, be responsible for their maintenance, and charge water use fees to cover costs;
- In 1998, the Namibian government adopted a national land policy that provides for tenure rights allocated under the policy and consequent legislation to include all renewable natural resources on the land, subject to sustainable utilization and the details of sectoral policy and legislation. Legitimate land rights holders include "legally constituted bodies and institutions to exercise joint ownership rights (and) duly constituted co-operatives." The policy provides for the administration of communal land to be vested in land boards and traditional authorities. It provides for long-term leases (up to 99 years) for the use of communal land, primarily for business purposes and including tourism concessions. The Communal Land Reform Act does not adequately confer exclusive group rights to land and resources, as provided for under the land policy, and has the potential to undermine existing rights to tourism and trophy hunting granted to local communities through the sectoral legislation discussed above.

Pitfalls and Remedies:

One of the major challenges for the project is ensuring that the elites do not capture the benefits generated by conservancies. There is a danger that once committees have been elected they do not involve local residents in decision-making and become self-serving. The project has dealt with this issue in a number of ways. First, when conservancies are being established, implementing agencies ensure that there is broad-based community participation in awareness meetings and in the decision to form the conservancy. Once a conservancy has been established, members are encouraged to develop a vision for what they want the conservancy to achieve. An integrated management plan is then developed that sets out how the vision will be achieved. This management plan covers the key aspects of governance required for operating the conservancy including transparent and effective financial management; operating procedures; staff employment policies; procedures for transparent and participatory decision-making; accountability of the committee to members; and communication and information to members. The constitution of the conservancy provides the overall framework for determining the relationship between the committee and members. It establishes the requirement for holding an Annual general meeting, the procedure for electing committee members and replacing them, and spells out the responsibilities and obligations of the committee. Over the past year, the project has been encouraging conservancies to devolve decision-making authority to lower levels within the conservancy to promote localized participatory decision-making.

Another major challenge is to build the capacity of local communities to engage in the tourism market. One of the necessary pre-conditions is for communities themselves to have the access rights to tourism sites. In the past the private sector gained access to sites for tourist lodges on communal land with little or no benefit going back to the communities. One of the aims of policy reform was to give communities access to prime tourism sites with the option of entering into contracts with the private sector for the development of these sites. However, the legislation giving rights to conservancies is somewhat ambiguous over tourism rights and needs to be strengthened. Without secure rights to tourism assets, communities have no real bargaining power with the private sector and will remain marginalized.

Further, Namibian land legislation does not provide for secure and exclusive group tenure. Access to land and other natural resources remains unequal. Upon independence from South Africa in 1990, black or mixed-race Namibians were restricted to living in homelands constituting 41 percent of the land. A much smaller number of white commercial farmers held 43 percent of the land in freehold tenure. The balance was in unallocated state lands or for conservation purposes (approximately 14 percent). The former black homelands are now recognized as "communal areas." Rural residents have access to the use of the land and its natural resources but land ownership is vested in the state. This means that where conservancies allocate land specifically for tourism and wildlife, it is difficult for them to prevent outsiders from moving on to this land or using it for livestock grazing.

Another challenge is the need to develop an understanding of the tourism market and to build community business skills. Conservancy committee members and local residents need to understand what international tourists are looking for in terms of accommodation and service standards. Committee members monitoring their joint venture agreements with the private sector need to understand such issues as the difference between turnover and profit and the typically low returns on investment in the initial start-up years of a tourism business. Another related challenge is linking community-based enterprises with markets.

The project has dealt with these issues by providing targeted support to NGOs that work with community enterprises, particularly NACOBTA. This NGO provides business training to individuals and committees assists in the developing products, helps conservancies enter into joint venture agreements, and helps community members understand the needs of tourists and the needs of the market. NACOBTA also helps to market various community-based tourism enterprises and products.

Although some private sector investors have shown interest in the communal areas of Namibia, investment has not been as high as originally anticipated. This is partly because of a perception that there is little security of tenure on communal land and that the risks are higher than investing on freehold land. The Namibian industry is dominated by small, often family-run tourism companies, that do not have the capital to see them through the often long lead-in time needed to negotiate with communities and conclude an agreement. Once this tendency was recognized, the project has tried to broker partnerships between conservancies and larger well-established   companies.

Lessons Learned:
There are many lessons to be derived from the experience gained from implementing the LIFE project.

- *The importance of local ownership and partnerships*: the LIFE Project has benefited considerably from a strong sense of ownership over the project by the Namibian government and NGOs. This sense of ownership will contribute to the sustainability of the LIFE Project. Further, a strong partnership was developed between the project and the various implementing agencies. This partnership was developed initially through the LIFE Program Steering Committee, and has evolved into a formal organization, the Namibian Association of CBNRM Support Organizations (NACSO). This body has proved to be a useful coordination mechanism for structuring relationships between different organizations and agencies, within CBNRM as well as preventing duplication of activities. Its members have developed a common vision for CBNRM in Namibia and one of the organization's major strengths is the sense of common purpose that has been developed among members. NACSO provides part of the institutional framework for project sustainability.

- *Long-term support is required for successful CBNRM projects*. It takes many years for a national CBNRM program to evolve and mature and for community institutions to develop the capacity and internal legitimacy to be effective and efficient. Usually donor funding horizons are too short to allow for incremental growth and progress at the pace dictated by community processes and dynamics and by government bureaucracies. The Namibian CBNRM program has benefited from more than 10 years of continuous donor support from USAID which has provided a stable foundation for the program to grow and evolve over time. The next phase of USAID support from October 2004 through 2009 will build on this foundation.

- *The balance between process and product*. An important principle that has emerged from implementing the LIFE Project is that implementation needs to be based on process rather than the achievement of pre-determined "products" or "outcomes". A process approach to CBNRM focuses as much on the way products are produced as on the products themselves.

Experience has shown that, in the long run, a good process is more likely to lead to a good outcome than a quick-fix approach that leaves many issues un-addressed. A process-oriented approach implies sufficient participation in decision-making by beneficiaries themselves, giving beneficiaries' time to reach their own conclusions, enabling them to shape the outcome rather than presenting them with a fixed package, and acknowledging and dealing with their concerns. The LIFE Project has successfully balanced getting the process right with meeting the requirements of producing concrete products.

Opportunities and Next Steps:

CBNRM implies that communities are managing resources, but in practice, they are enforcing government poaching rules, rather than developing their own local use rules. The Government of Namibia is retaining most of the management authority. Conservancies are not allowed to make binding decisions on broader land management issues such as zoning of grazing, settlement, forest use or private land enclosures authorized by Government of Namibia. Capacity needs to be built in community-led CBRNM-related NRM planning, including mapping and inventory information that taps the indigenous knowledge of women and men. While there is a unique opportunity now to apply CBNRM practices to other valuable natural resources, such as forests, fisheries, grazing land and water, it is not clear if Government of Namibia will allow communities to engage more meaningfully in management decisions.

For the most part, there has been inadequate socio-economic baseline data that can be used to document changes in household income, well-being and poverty reduction. This data needs to be disaggregated by household type (female- or couple-headed households) and conservancy-related benefit streams should be researched for male and female household members. In addition, tools such as poverty mapping would be invaluable to give a clear picture of conservancy impacts.

Measurement systems need to be elaborated to capture other community, household and individual benefits and changes including less tangible CBNRM achievements related to democracy-building, accountable and more representative governance, nutrition and health improvements, skill development, improved status of women and ethnic minorities, etc. This need will become particularly important as the conservancies are tasked with other development duties or managing other natural resources.

Conservancies, individually and collectively, need to become engaged in policy dialogues related to CBNRM and develop constituency skills related to advocacy and coalition-building. Given the size of Namibia, the dispersed nature of its population, the poverty of many conservancy members, and the status of communications technology in remote areas, networking among constituencies is an on-going challenge.

Conservancies are filling a sub-regional local governance vacuum created by Namibia's post-Independence administrative reforms. In some areas, conservancy leadership is not synonymous with traditional leadership. Conservancies are proliferating. Government of Namibia is discussing the possibility of expanding the focus of conservancies beyond wildlife and applying this model to other resources. At the same time, decentralization is being discussed in Namibia and some regions have established development committees at different

levels. It is not yet clear if this multiplicity of local institutions will be in the best interests of communities or the resources upon which they depend.

Conservancies, as organized local bodies, could sponsor other social and economic programs. For example, conservancies could sponsor HIV/AIDS prevention and treatment programs. They could also help to introduce technology into rural areas, including information and communication technologies.

Conservancy membership has not necessarily translated into knowledge about, or participation in their activities. In a household survey for seven conservancies, it was found that only about one in four conservancy households knew about conservancy plans or their structures and only about one in three households reported being conservancy participants. The study methodology does not indicate if women and men within households were interviewed separately. For this reason, their relative knowledge and participation related to conservancies is unknown.

Conservancy constitutions must include criteria to ensure that they contribute to improved governance and management of wildlife populations and also reduce poverty among members of those special districts by distributing collective and/or individual benefits equitably. These rules have produced systems of representation and accountability that meet fairly stringent criteria of democratic governance. At this early stage in their development, some of these institutional arrangements work better than others because the spirit and the letter of the enabling legislation are translated into practice. For example, in a few cases, the costs and benefits of having wildlife were not always equitably or fairly distributed within a community.

Conservancy earnings can be allocated to collective goods (e.g., school or health infrastructure, roads, other kinds of community buildings). Earnings could be distributed by some formula to the members—for example, on a per capita basis. They could be invested in economic enterprises in the hopes that these would generate both employment opportunities for district members and increased standards of living in other ways.

More emphasis needs to be placed on the financial viability of conservancies and the development of the business skills of the conservancy committees and members. In addition, credit should be expanded for micro-, small- and medium sized enterprises in rural areas and credit impediments for women should be addressed.

Finally, private sector partners need greater incentives and security to make investments in remote, high-risk locations. The economic promise of conservancies has been premised largely on the development of tourism joint ventures.

To date, conservancy plans have not generally addressed contingencies, conflict management or pro-poor safety net strategies. The support organizations for CBNRM need to attract or develop expertise in these areas.

LIFE Plus will build on the activities and successes of the two previous LIFE phases, while addressing some of these issues and opportunities. LIFE Plus has a new emphasis on diversification of resources and integrated resources management, particularly in conservancies

lacking large wildlife populations and/or significant tourism attractions. Conservancies will remain the focus for provision of services and support, as they provide the institutional basis for management of common pool resources and for planning and coordinating local development activities.

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ANNEX A.10
Project Profile: SRI LANKA

Project Name: The Sri Lanka Competitiveness Initiative - Tourism Cluster	Contract Number: Unknown
Project Duration: 1999-2004	Funding Mechanism: IQC - SEGIR/GBTI, Support for Economic Growth and Institutional Reform/General Business, Trade and Investment
Strategic Objective: 383-004 Increased Sri Lankan Competitiveness in the Global Marketplace	Budget: $11,343,067
Donor Agencies/Partners: Alliance Supporting Environment and Community through Ecotourism (SENCE) Colombo University J.E. Austin Associates Nathan Associates Peradeniya University Sigiriya Heritage Foundation	

Context:
The economic status of Sri Lanka has been in flux since the early 1990s. Sri Lanka's flagging economy rebounded between 1997 and 2000 with an average annual growth rate of 5.8 percent. In 2001, however, the country exhibited its first economic contraction, with average annual growth slowing to 1.4 percent. Power shortages, severe budgetary problems, a global economic recession, and continuing civil conflict triggered the economic the decline. This decline has resulted in one-fifth of Sri Lanka's population living below the poverty line, an unemployment rate of 8.4 percent, and a host of environmental problems such as rampant deforestation, soil erosion, wildlife poaching, and coastal degradation from mining activities.

The complexity of the 21st century economy requires the adoption of new strategies and approaches to address new challenges. Expanding and developing the tourism industry and other cluster competition initiatives represent a viable path for economic reform. Currently, tourism is Sri Lanka's fourth largest source of foreign exchange after textiles and garments, private remittances, and tea. In 2000, the tourism industry captured $253 million. During the same period, tourism employed 38,000 people directly and 53,000 indirectly, and accounted for seven percent of total employment.

USAID designed the Sri Lanka Competitiveness Initiative to bring together representatives from business and government into "clusters" to develop appropriate strategies for improving economic competitiveness and efficiency. The broad initiative works with several industry clusters including ceramics, coir, jewelry, spices, and tourism.

Project Objectives:

The Competitiveness Initiative centers on USAID's Strategic Objective SO4 – *Foundation Set for Rapid and Sustainable Economic Growth*. Key project objectives are to ensure economic sustainability, raise environmental awareness, undertake long-term conservation and regeneration activities, develop partnerships with local universities, and establish public-private partnerships. These objectives will be implemented through small and medium enterprise development, improving market access, and export development.

USAID Mission objectives parallel the tourism objectives set out by the Government of Sri Lanka, which include the following:

- Increase international arrivals to nearly 800,000 annually, which average an annual growth of 10 percent;
- Increase average per tourist expenditures from an average of $49 per day to $96 per day (a 4.5 percent annual growth rate);
- Increase total foreign exchange earnings to nearly $890 million, an annual growth rate of 17.2 percent;
- Increase hotel employment opportunities to more than 37,000 jobs, and other direct employment opportunities by 28,000 positions.

The immediate goal of the tourism project is to construct a 20-room eco-lodge in Siniharaja Biosphere Reserve to serve as a model of environmental best practices and management for other ecotourism ventures. Principles of energy efficiency, clean technology, and environmental education are integral to the project. Additional project goals include guide and business training, construction of a conservation biology research center and community arboretum, and the establishment of a Conservation Sustainable Development Trust Fund.

Approach:

The Sri Lankan Tourism Cluster was formed in April 2000 to develop and implement a strategy for industry competitiveness, and to position Sri Lanka as a recognized destination for sustainable, differentiated products and services. Ecotourism became the new "product" to broaden the tourism market and increase expenditures per tourist. Cluster participants include protected area managers, universities, local academic experts, community groups, regional tourism associations, managers of cultural sites, and other public sector agencies.

The following strategies were designed to help project partners reach their objectives:

1) *Improve the tourism product mix.* This initiative calls for developing high-yield tourism products that appeal to independent, high-spending tourists. The proposed products include ecotourism and adventure tourism, promoted locally through establishing associations, standards and accreditation, and undertaking demonstration projects.

2) *Upgrade tourism offerings.* This initiative supports improving the product mix by adding value to and promoting unique Sri Lankan assets—for example, the Sigiriya region through the Sigiriya Sustainable Tourism Development Network and Program. It also calls for upgrading tourism on the southwest coast by transforming Galle Fort into a major attraction, capitalizing on its status as a UNESCO World Heritage Site.

3) *Modernize industry organization and key institutions.* This activity supports creating a national, industry-led, promotion and marketing organization as a first step toward a private-public Tourism Authority driven by the private sector, setting up an industry internet portal to stimulate destination marketing, and addressing human resource needs through development of the industry's key education and training organization.

4) *Reform the policy environment.* The goal is to shape policies that affect the tourism industry. These might include civil aviation policy, reforms to improve tourism-related infrastructure, policies for taxation, tourism planning and regulation, land planning, and environmental protection.

The Tourism Cluster Initiative project enhanced the capacity of Sri Lankan industries to:

- Understand the challenges and opportunities of globalization;
- Research customer expectations about products made in Sri Lanka;
- Analyze industry value chains to determine Sri Lanka's competitive position and to avoid leakage of profits;
- Evaluate and implement "branding" positioning strategies;
- Identify cost savings and quality control opportunities in improving industry supply chain in Sri Lanka;
- Initiate or improve public-private dialogue on private sector development issues and promote policy reform;
- Encourage foreign investment through marketing and research.

This strategy was developed through community participation and an economic analysis to determine the effectiveness of cluster initiatives in generating positive economic impacts. Impact here is defined as the expected present value of additional net income generated directly by the project's cluster initiatives. Analyses focused on three screening criteria: *Highly Probable, Attributable,* and *Quantifiable.* The resulting impact assessment was then set against the cost of USAID support, giving a lower-bound benefit-cost ratio for the overall portfolio of cluster initiatives.

Monitoring and evaluation of the project were accomplished by conducting a triple-bottom line analysis prior to construction of the eco-lodge and by pairing Sri Lankans architects, sociologists, scientists with international collaborators to establish benchmarks.

Pitfalls and Remedies:
Numerous conditions have hampered realization of the cluster's full potential, in particular civil strife, historic dependence on low-yield mass tourism, lack of industry standards and quality training, insufficient marketing funds, poor transportation infrastructure, uncompetitive airfares, global recession, and international terrorist activities. However, Sri Lanka is showing signs of a slow recovery, with stock market and tourism industry showing marginal improvements. Long-term sustainability and competitiveness of industries, services and exports will depend on strong environmental performance; a reliable, efficient and cost-effective energy supply; and adequate policy, institutional and infrastructure support.

Achievements:
Project partners in the Competitiveness Initiative produced the following specific results:

- Completed a feasibility study and began construction of a 20-unit eco-lodge with a visitor interpretation center, research station, and nature trails. The cluster is working through the planning stage to develop a comprehensive feasibility report that can be used as a guideline for any operator wishing to develop a high quality ecotourism product. The cluster has been working closely with experts from the Colombo and Peradeniya Universities, environmental experts, and ecotourism specialists, and there will be ongoing involvement of academic experts and the Forest Department to ensure maintenance of the principles of sustainability and conservation focus;
- Launched the 240 km National Cycle Trail to promote Sri Lanka as an adventure tourism and mountain biking destination;
- Established a public-private, industry-driven network to promote sustainable tourism interests within Sri Lanka and to draw tourism to the country;
- Supported development of industry clusters for ceramics, coir, information and communications technology, jewelry, rubber, spices, tea, and tourism;
- Worked with clusters to develop and publish business strategies that stress value, market orientation, and productivity;
- Organized and led workshops on competitiveness;
- Led strategy sessions on maximizing cluster participation in international markets while increasing sustained productivity and income gains;
- Supported studies and technical assistance for cluster strategy implementation, public sector policy change, and public-private sector dialogue;
- Assisted Sri Lankan Chambers of Commerce and private associations in advocating reforms;
- Obtained coverage for Sri Lanka in the 2001 Global Competitiveness Report.

Broader impacts of the project have included the following:
- Clusters have influenced policies to foster private sector growth, and have redefined the role of public-private partnerships, which should promote economic development;
- Project has provided the government with technical assistance in developing policy, including an intellectual property rights policy and resulting law (passed June 2003);
- Project has increased training and education, which will generate more local-retained revenue and result in improve living standards.

Lessons Learned:
Proactive policies, legislation and external technical assistance have positively influenced the implementation of Sri Lanka's Cluster Competitiveness Initiative. The Government of Sri Lanka has been a proponent of progressive private sector growth. Policy-level support, coupled with industry support, may have leveraged private-sector development. Technical assistance was necessary to convert deliberations into well-focused actions and results. The cluster approach enhanced the impacts of technical assistance, because of the obvious advantage of supplying ideas, marketing arrangements, and technical information to multiple companies at once. The cluster approach encouraged private-sector cooperation because the initial technical and capital investments were not absorbed by individual businesses or organizations.

Experience gained from this project—one of the earliest USAID-funded projects to use the cluster approach—has shown that it takes longer than the three years that elapsed prior to the economic analyses for clusters to solidify as effective organizations, to agree on strategic initiatives, and to get activities off the ground. Much of the projected positive impact, therefore, lies in the future.

Opportunities and Next Steps:

There is a danger that, once the project ends, the clusters may lose momentum and become ineffective. Continued success of the cluster initiative will depend on ongoing infusion of technical assistance that helps the clusters convert deliberations into well-focused plans, actions, and results. Policy reform, product diversification, and institutional capacity building are consistent requirements for continued TCI success. Two specific actions that can help to maintain momentum are to document success stories and to broaden and refine estimates of economic impacts. Improvements to airport capacity and service, tourism and land planning, municipal regulations, and tax and incentives policy would further enhance Sri Lanka's tourism product.

Proposed activities not yet underway include creating a Sigiriya Sustainable Tourism Development Program. a synergy between public and private partners in the regions of Kandalama, Dambulla Habarana, Ritigala, Giritale, Polonnaruvain, Kala Wewa, Anuradhapura, and Trincomalee. Planned sustainable development projects include visitor centers, heritage and development information systems based on GIS and databases, a wireless tourist information system, and a multimedia show.

Product diversification could be realized though promotion of golf tourism, cruise tourism (at present only about 1 percent of cruise business goes to South Asia), and Ayurveda tourism, a special genre of spa tourism based upon centuries-old holistic medical tradition in Sri Lanka. Regional industrial fairs, cultural events and professional sporting events could promote business or MICE (meetings, incentives, congresses and events) travel, constituting 10 percent of current national travel.

Key institutions and industries can be strengthened by revamping the old tourism model, which is based upon government centralization. A Sri Lanka Tourism Marketing Bureau could coordinate tourism activities and manage civil conflict through a crisis management unit, industry hotline, a travel advisory service, and by offering safety assurances. Human resources development is necessary to ensure that tourism professionals are well versed in hospitality, international tourist expectations, and foreign languages.

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ANNEX A.11
Project Profile: TANZANIA

Project Name: Coastal Resource Management II- Tanzania Coastal Management Partnership	Contract Number: Unknown
Project Duration: 1997-2003	Funding Mechanism: Cooperative Agreement- CRM II Coastal Resources Management
Strategic Objective: 621-008 – Coastal and Wildlife Resources Conservation	Budget: $3,470,000
Donor Agencies/Partners: GreenCOM, Tanzania National Environmental Management Council of the Vice President, Tanzania United States Agency for International Development (USAID) University of Rhode Island Coastal Resources Center (URI/CRC)	

Context:
Ranked 160 of 175 on the United Nations Development Program's Human Development Index, the United Republic of Tanzania is one of the world's poorest nations, with a per capita income averaging $280.00 per year. Half of the population subsists on less than $0.65 per day, with sixty percent of women living in abject poverty. Eight-eight percent of the 17 million-person population is poor and lives in rural areas. The rural poor population is directly dependent upon natural resources for livelihoods in agriculture, livestock, forestry, fishing, mining, and tourism.

Despite a flagging economy and poor socio-economic indicators, Tanzanian development is bolstered through the tourism industry. Among African countries, Tanzania is ninth in overall international tourist arrivals. From 1995-1999, tourism arrivals grew exponentially from 295,312 to 627,325 visitors per year. Tourist visitation garnered $259.44 million in 1995 and $733.28 million in 1999. In 2001, tourism comprised sixteen percent of the gross domestic product and exhibited a twenty percent annual growth rate.

Comprising 90 percent of the overall market wildlife safaris, and hunting traditionally have been the foci of Tanzanian tourism. Recently, however, coastal tourism and Integrated Coastal Management have moved to the forefront of the tourism spectrum. This is significant because approximately eight million inhabitants and three-fourths of Tanzanian industries are situated along the country's 500-mile coastline, and coastal industries and products constitute a third of the national economy. Sustained tourism growth in the coastal regions could be an important

tool for alleviating poverty and mitigating pervasive natural resource degradation (e.g., mangrove harvesting, coral extraction, trawl and dynamite fishing, and sprawl pollution).

Project Objectives:
Poverty alleviation and resource protection were addressed as part of a larger coastal planning and management initiative by the Tanzania Coastal Management Partnership (TCMP) under a joint initiative between the Government of Tanzania National Environment Management Council (NEMC), USAID, and the University of Rhode Island Coastal Resources Center. The partnership evolved from national and international environmental accords such as the National Environmental Action Plan (1997), Wildlife Policy (1998), National Tourism Policy (1999), Village Land Act (1999) and the National Vision 2025. Subsequent policies such as the National Coastal Strategy (2002) substantiate the TCMP mandate.

The goal of the Partnership was to establish a foundation for effective coastal governance in Tanzania. Developing a national integrated coastal management program included better defining governance issues related to mariculture and tourism. The Coastal Tourism Working Group assessed the state of coastal tourism and provided guidelines and technical assistance specifically to Kilwa district.

Approach:
Coastal tourism paradigms were developed under the National Environmental Policy framework, which is defined by the principles of Integrated Coastal Management (ICM). ICM strives "to preserve, protect and develop coastal resources to ensure food security and support economic growth. TCMP works with the existing network of ICM programs and practitioners to facilitate a participatory, transparent process uniting government, community, science, natural resource managers, and public or private interests to conserve and sustainably develop Tanzania's coastal ecosystems and resources.

There were several national, regional, and project objectives of the partnership:

1) **Provide meaningful opportunities for stakeholder involvement in the coastal development process and the implementation of coastal management policies by improving enabling conditions for ICM**
   - Stakeholder involvement is ensured through community participation, co-management, and public review periods for District Action Plans, Special Area Management Plans or Economic Use Guidelines.

2) **Develop streamlined investment procedures for coastal hotel development to promote inter-sectoral collaboration and to facilitate coastal tourism investment**
   - Inform local authorities of their rights and responsibilities under the Local Sector Reform Program
   - Encourage local investment
   - Conduct cost-benefit analyses of different hotels (guesthouses, luxury resorts, high volume etc.) and their investment incentives

3) **Improve accessibility to coastal tourism areas**

- Undertake needed transportation infrastructure maintenance (e.g., roads from Dar es Salaam to Bagamoy-Saadani-Pangani-Tanga and from Dar es Salaam to Kilwa-Lindi, bridge construction over the Pangani and Wami Rivers), and oversee a viable sea ferry and airline transport system.

4) **Promote local investment in coastal tourism areas**
   - Promote community-based goods and services such as handicrafts, foodstuffs, and guide and hospitality services

5) **Identify priority culturally and biologically diverse areas for coastal tourism development. Conserve and restore critical habitats and areas of high biodiversity while ensuring that coastal people continue to benefit from the sustainable use of resources.**
   - Draft comprehensive management plans to promote tourism investment and destination management
   - Establish new marine parks include ecosystems such as terrestrial game parks, wetlands and mangrove forests
   - Gauge local knowledge, attitudes, and practices of conservation issues and sources of environmental degradation

6) **Support environmental planning and integrated management of coastal resources and activities at the local level and provide mechanisms to harmonize national interests with local need.**
   - Conduct community outreach and training, support district-level integrated coastal management processes, and provide grant funding and technical assistance to help address increasing environmental degradation and resource conflicts
   - Focus particularly on areas of new or rapid economic development, pollution "hot spots," trans-boundary areas with significant existing management issues, and areas with pronounced erosion and flooding
   - Adhere to regional and international commitments

7) **Promote integrated, sustainable and environmentally friendly approaches to the development of major economic uses of the coastal resources to optimize benefits.**
   - Utilize strategic tourism, agriculture, mariculture, industrialization and gas exploration and extraction as entry points to promote sustainable resource use and economic expansion
   - Work toward pollution control and abatement, transparent and cross-sectoral permitting, and convening issue-specific working groups as means to encourage sustainable development of coastal resources

8) **Develop an effective coastal ecosystem research, monitoring and assessment system that will allow available scientific and technical information to inform ICM decision.**
   - Establish a scientific and technical working group to coordinate activities, research needs and local knowledge for tourism and natural resource management professionals.

Pitfalls and Remedies:

Presently, Tanzania has many policies and law relating to the management of natural resources. The challenge lies in ensuring that there is transparent and accountable application of those policies and laws, and that they are not inherently in conflict with one another. Strict monitoring and enforcement of these laws is necessary to curb rampant environmental degradation impacting coastal regions and the tourism economic base they support. Mangrove harvesting, coral mining, unsustainable fishing practices, and other economic activities that focus on short-term gain rather than long-term sustainability threaten the success of developing tourism and integrated coastal management agendas.

Achievements:
In 2001, the Coastal Tourism Working Group produced an analysis of Tanzania's coastal tourism environment. Coastal tourism investment guidelines were developed in 2003. These documents identified principle stakeholders and constraints to active participation in the development and operation of tourism programs and activities.

TCMP generated the following results:

- The Government of Tanzania approved the National Integrated Coastal Environment Management Strategy (NICEMS).

- Through training and mentoring, working group members learned to interact across disciplines and hierarchies, thus improving the relationships between various constituencies.

In addition, a number of cross-cutting results were achieved in the areas of natural resource management, poverty reduction, cultural and historic preservation, and women in development. These include:

1) Natural Resource Management
    - Mariculture development guidelines developed through a two-year consultative, multi-sectoral, inter-disciplinary activity. Mafia Island and Mnazi Bay Estuary Marine Parks drafted management plans and are currently evaluating reserve carrying capacity for tourists. More than 121 small-scale mariculture operators from 11 coastal districts were trained in the use of mariculture guidelines developed by TCMP;
    - USAID and the African Wildlife Federation designed a modern visitor's center in Tarangire National Park to increase visitation and visitor appreciation for the park. A gatehouse, pavilion, tourist kiosk, and a three-story tree-house compliment the park's interpretive displays and tourists facilities. Nine Tarangire communities also negotiated profitable partnerships with the private sector in conservation-based economic activities;
    - Another visitor center was constructed in Lake Manyara National Park.
    - Nearly 6,000 farmers from three districts encompassing the Ugalla Reserve were trained in livelihoods ranging from sunflower cultivation, apiculture, and pisiculture to agroforestry, generating $30,000 in additional income for these villagers;
    - In collaboration with GreenCOM, conservation clubs were established in local schools to work on activities such as creating nurseries. One school was a finalist for the Volto Adventure Environmental Award which showcases its activities to United Nations Development Program;

- "Train the trainer" workshops were held for leaders of conservation organizations such as "Roots and Shoots" and "Malihai".

2) Poverty Reduction
   - Collaborative agreements between coastal villages and hoteliers on Chloe Island and Ushongo have resulted in a new market, health clinic, primary school, English literacy classes, and a town library.

3) Cultural and Historical
   - The Chloe Island partnership also facilitated an oral history project and research into a local archaeological site.

4) Women in Development
   - Women's groups replanted coastal mangroves to halt erosion and reestablish natural fish nurseries, and harvested seaweed for additional income;
   - In 1990, Esilalei women formed the Naisho Women's Group to preserve their cultural identity and to alleviate gender inequality and poverty. The Esilalei adopted community-based natural resource management to promote livelihoods compatible with traditional Maassai lifestyle and to preserve Kwakuchinja and the Greater Maassai Steppe. The community benefited from business training sponsored by African Wildlife Federation and Tanzania's Sokoine University of Agriculture. Participants honed business skills by selling handicrafts in a USAID-funded artisan market whose revenues are regulated by a village council. As a result, the annual village income increased from $400 in 2001 to $700 in 2002, and more than $2050 in 2003.

Lessons Learned:
Throughout the term of the Coastal Resource Management Project, the Environmental Impact Assessment (EIA) process has experienced problems. Current national EIA guidelines have not been legally adopted, or adapted specifically to coastal tourism. Provisional guidelines do not clearly differentiate the roles and responsibilities of different agencies charged with reviewing investment proposals.

The Tanzanian Coastal Management Program recognizes that there is an urgent need to develop a set of streamlined guidelines for coastal tourism investments. These guidelines would clarify the investment procedures depending on size, type and location of investment, as well the roles and responsibilities of relevant government agencies at both the national and local levels. Streamlining guidelines for coastal tourism requires a holistic, industry-wide participatory approach, and review of potential conflicts of interest within the industry. In many instances, however, EIAs are financed and conducted internally by the businesses being assessed.

The process for acquiring land and title along the coast varies by district. The land acquisition process needs to be standardized throughout the country, with particular regard to the roles of local and central governments. Additionally, EIAs are typically conducted after land has already been obtained and are not currently linked to subsequent monitoring. Monitoring plans should consider quality indices for critical habitats; water quality; fish landings; shoreline

erosion and accretion; agriculture, mariculture and industrial production; hotel occupancy; and other socio-economic quality indices. Large-scale cashew and coconut production and pelagic fishing may have long-term deleterious effects upon the coastal ecosystems.

Other lessons learned concern expectations and incentives within the sector. Local communities should be encouraged to provide locally-grown products to hotels and hospitality industries. To do this, villagers need detailed information about quality standards as well as quantity required. Value-added taxes, which can consume up to 40 percent of gross hotel revenues, currently act as strong disincentives for tourism investment. Poor telecommunication in coastal areas is also a disincentive for tourism investment, as inadequate services affect reservations and even the supply of consumer goods and services. Finally, there is an ongoing need to build environmental constituencies to manage coastal parks, reserves, and tourism destinations. Particular attention must be given to balancing competing interests at all levels of governance.

Opportunities and Next Steps:

Many tourism aspects, activities and destinations remain underdeveloped in the coastal region of Tanzania. Improvements to infrastructure, tourism facilities, and destination management will enhance the ever-growing tourism sector in Tanzania. Marine sites with significant tourism potential include Mjimwema in Temeke Municipality, Masoko Pwani in Kilwa District, Simba Ulanga and Jaja in Rufiiji District, Msimbati in Mtwara District, and the beaches on numerous near-shore islands, including Madete Beach, an important sea turtle nesting site.

Coastal forests, like Zaraninge Forest Reserve in Bagamoyo District, Pugu and Kazmzumbwi Forest Reserves in Kisarawe District are undervisited. Likewise, the Saadani Game Reserve only receives 420 arrivals per year. Thermal pools in Rufiji and Mafia Districts are additional potential tourist destinations. The promotion of activities such as *taraab* music performances, artisan fishing, agricultural and handicraft production, and sport fishing can also help boost Tanzania's tourism sector.

Needed infrastructure improvements include improved road, air, and sea access to coastal sites and expanding the scope of tourist facilities and accommodations outside of urban centers. Regions that would benefit from further hotel development include Pangani-Saadani-Bagamoyo Region, the Kilwa area and Mafia Island.

Many cultural and historic sites in Tanzania have fallen into disrepair due to overgrowth of vegetation, livestock and water damage, and uncontrolled visitation in sites with a limited tourist carrying capacity. Restoration and preservation of these sites would be enhanced by installation of trained staff and the active integration of tourism elements into site management plans. Decentralized community "guardianship" and co-management of cultural and historic sites can contribute to improving this situation.

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Annex 2. Summary of Project Profiles

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Bulgaria-Biodiversity Conservation and Economic Growth	▪ Corollary benefits in capacity building, decentralization, SME development and competitiveness, natural resource management, market access and export development ▪ Develop revenue source for national park buffer communities ▪ Increased citizen participation in public policy decision making	▪ NRM- eco-enterprise development, conservation funding, management plans, and improving public awareness of biodiversity conservation ▪ Sustainable tourism policy and national/ regional action plans delivered though public-private partnerships	▪ Indicators det developed to measure the success and impacts of ecotourism on the rural landscape. Indicators monitor social and economic conditions as well as impacts to community and to natural environment. ▪ University of Sofia Tourism Department assists with baseline and ongoing data collection. ▪ Pproject has developed a monitoring handbook.	▪ Inclusion of all stakeholders from early planning phases on with a bottom-up strategy important ▪ Necessary to create and enabling national environment (policy, regulation and national market promotion) ▪ Publicity at national and local levels important to educate government and local communities ▪ Links with local government planning and decentralization important ▪ Long-term technical support necessary ▪ Initial focus on domestic markets will facilitate a global agenda ▪ International networking and product development are critical	▪ Ecotourism Monitoring Guidebook developed to support rural ecotourism ▪ Management plans implemented for 3 protected areas ▪ 12 Ecotourism Destination Action Plans were developed ▪ National ecotourism market strategy conducted ▪ Endowed Protected Areas Fund institutionalized ▪ Manual for ecotourism product development produces ▪ Distributed multi-media CD, websites, publication and education materials

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Croatia-Industry Clusters	▪ SME assessment conducted with stakeholders; Workshops benchmarks resulted ▪ Focus on high value tourism with low profit leakage, marketing, product branding, human capacity building, legal and regulatory reform, economies of scale ▪ Direct support to wood and tourism clusters ▪ Regulatory reform based upon incentive structures and improved credit schemes ▪ Coordinated action to improve transportation infrastructure ▪ Increase overall visitation and particularly off-season visitation	▪ NRM- devise and institute integrated conservation and destination management for cultural and natural heritage sites; Includes putting a national planning and legislative framework in place ▪ Livelihood- build local capacity, remover barriers to SMEs, develop transport, utilities, education and health services in areas affected by seasonal tourism economy, grant awards and rewards to encourage professional development ▪ Governance- devolution to community level, incentives for transparency and reinvestment ▪ Cultural and Historic- highlight local culture and cuisine, cluster industry to build on national identity and historical influences ▪ Urban Renewal- retrofit hotels and tourist destination	▪ Interim evaluation scheduled after initial 3 year implementation phase	▪ Inclusion of industry leaders from across the entire country is an important strategy ▪ Community ownership of project necessary to ensure long-term enthusiasm for the project ▪ Tourist influx concentrated in peak summer season which may negatively impact resources ▪ Civil conflict can have both detrimental on catalytic effects on tourism development	▪ Association of Family and Small Hotels of Croatia created

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Ghana-CBEP	▪ Developed 14 community-based ecotourism sites ▪ Ecotourism Training ▪ Collaborated w/ GOG, Tourism Mgt Teams, and Community Development Advisors (Peace Corps) ▪ 3 ecotourism circuits developed	▪ Construction of interpretive centers, ranger stations, summer huts and hiking trails ▪ Installation of directional signs ▪ Conducted biological assessment ▪ Mosques, archaeological ruins, sacred sites, stilt villages and traditional shrines promoted ▪ Cross-Cultural Exchange Program ▪ Governance- TMTs drafted operational work plans w/communities ▪ Livelihood- Entrepreneurial, hospitality, tourism awareness training; ▪ WID- Female artisan groups with international linkages	▪ Baseline standards designed and monitored by partner organizations	▪ Legalize tourism groups ▪ Promote local goods and services ▪ Promote eco-business simultaneously (ex: agroforestry) ▪ Community ownership good ▪ Difficulty for communities to identify and maintain markets ▪ Lack of Community Motivation and leadership and inter-village collaboration ▪ Local Level Power Struggles	▪ Marketing, technical assistance, training and capacity building, administrative support, surveys ▪ UNESCO and WTO recognition ▪ GOG committed significant funds to tourism development ▪ Handicraft sales and non-traditional exports increased; ▪ Visitor days increased

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Jordan-AMIR	▪ Goal to promote broad-based economic growth through business management, financial market development, information and technology, micro-enterprises and private sector policy initiative, and regulatory reform ▪ Develop business skills, strengthen business associations and promote private-public partnerships, training, tourism grants, strengthen marketing capacity, diversify product offering, branding, cluster approaches ▪ Assessment of Jordan's financial and human resources, policies, procedures, institutional framework and management capacity used to develop a national strategic plan ▪ Strategic plan integrated niche market development, value-chain approach and cluster competitiveness	▪ Grant for interpretive center, conservation activities, and archaeological preservation		▪ Regional turmoil has caused ebbs and flows in tourist visitation ▪ Critical need to expand information management ▪ National government must support and finance tourism activities ▪ Streamlining visa, immigration and customs processing is necessary to make tourism industries globally competitive ▪ Barriers to entry from high capital requirement to minimum deposits and excessive regulation deflect tourism success ▪ Training, infrastructure development, transportation and access to local markets are ongoing prerequisites for tourism sustainability	▪ Analyses conducted of the Jordanian Tourist's Board business plan ▪ Strategic national tourism plan developed with key stakeholders ▪ Improved regulatory environment ▪ Vested interest for GOJ ▪ Capacity building for hoteliers, tour operators, and business associations ▪ Modernized IT equipment at hospitality college ▪ Performance standards being compiled

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Mexico-Quintana Roo	▪ Worked with strategic and boundary partners to liaise, train and educate partners and communities ▪ Promoted participatory and co-management of mariculture and tourism ▪ Capacity building ▪ Developed land management regulatory tools ▪ Promulgated benefits of integrated coastal management	▪ Inter-sectoral mechanisms and partnerships for planning and implementation ▪ Replication of best practices ▪ Stakeholder capacity building ▪ Conducted bio-inventories ▪ Collaborative agreement between hoteliers and communities for community development projects	▪ Successful reef ecosystem monitoring for 2 years	▪ Turnover of civil servants can delay project implementation ▪ Lack of pre-existing services and infrastructure can minimize community involvement ▪ Community support can waver with limited economic benefits	▪ Development of NGO capacity, built public support for coastal management , community-level marine conservation, administrative support ▪ Stakeholder driven management plan and Low-Impact Tourism Guidelines ▪ Updated the Xcalak Community Tourism Strategy and created Xcalak National Park ▪ Regional protocols and digital atlas created ▪ Formed tourism cooperatives
Mexico-Selva Lacandona		▪ Established 4 ecotourism projects, including a pilot hotel ▪ Ecotourism assessment conducted ▪ Grants offered for ecotourism development ▪ Field visits for baseline data collection ▪ Training in natural resources management for indigenous communities ▪ Training in entrepreneurial skills, business diversification and facilities management	▪ Remote sensing and satellite imaging used to monitor of critical areas w/in Lacandon Forest Monitoring of watersheds quality	▪ Important to work with many stakeholders ▪ Monitoring is necessary for good information collection ▪ Develop local human capacity to manage projects ▪ Local communities must have ownership of tourism initiatives ▪ Equal distribution of tourism returns is imperative ▪ Diversify product offering to retain youth ▪ Create lending and borrowing institutions to finance micro-credit projects	▪ Protected areas management regional strategy devised with community and other partners ▪ Habituation of indigenous peoples to tourist presence and needs ▪ Increased awareness of the need to diversity businesses and integrate women into tourism

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Namibia-LIFE	▪ 3 tiered project with a pilot program and institutional/NGO capacity building ▪ Increase income and benefits to local communities through sustainable natural resource management	▪ Organization of community-based conservancies to protect natural resources	▪ Monitoring necessary to assess benefits captured by community and harvesting of natural resources for sale (such as thatch)	▪ Difficult to ensure that benefits aren't unilaterally captured by the elites ▪ Management strategy with operating and transparency procedures and information dissemination necessary prior to the implementation of project ▪ Communities must have pre-existing skills, particularly business acumen, and resources necessary to promote tourism ▪ Secure and exclusive land tenure necessary ▪ Local ownership and partnerships important ▪ Long-term DAA intervention often necessary for full realization of potential ▪ Focus on process not product ▪ Implicate of conservancies in policy process	▪ Increase in wildlife populations ▪ Employment generation ▪ Community income generation ▪ Devolution of authority and control over natural resources
Sri Lanka-Competitiveness Initiative	▪ Business and government form competitive clusters to improve efficiency of industry ▪ Increase visitation, foreign exchange earnings and employment opportunities through tourism ▪ Construct best practices pilot eco-lodge ▪ Diversify tourism product and upgrade offerings ▪ Modernize industry organization and key institutions ▪ Reform the policy environment ▪ Analyze industry value chains			▪ Over-reliance on low-yield mass tourism, lack of industry standards, marketing funds, poor infrastructure, and uncompetitive airfares retard tourism development ▪ Need progressive pro-private sector legislation ▪ Cluster organizations need a minimum of three years to solidify actions and objectives ▪ Technical assistance and training are ongoing needs ▪ Incorporate niche tourism like golf, cruise, and Ayurveda tourism	▪ Increase in net economic benefits ▪ National Cycle Trail ▪ Business strategy and management plan ▪ Technical assistance and training ▪ Policy reform to promote private sector growth

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
	▪ Implement branding positioning strategies ▪ Encourage foreign investment			▪ Decentralize tourism implementation and management	

Project	Diagnosis and Design	Implementation	Monitoring & Evaluation	Lessons Learned	Results
Tanzania-Coastal Management	▪ Establish foundation for effective coastal governance based upon ICM ▪ Collaborate with TCMP and network of ICM programs practitioners and stakeholders	▪ Develop streamlined investment procedures for coastal hotel development ▪ Improve accessibility to coastal tourism areas ▪ Promote local investment ▪ Identify priority culturally and biologically diverse areas ▪ Support environmental planning ▪ Entry points to sustainable resource use include strategic tourism, agriculture, mariculture, industrialization and gas exploration ▪ Promotion of women's artisan cooperatives	▪ Project emphasizes effective research, monitoring and assessment of marine resources to make informed ICM decisions ▪ Monitoring should include quality indexes of critical habitats, water quality, fish landings, erosion, and socio-economic quality indexes	▪ Over-regulation and taxation of tourism industry negates effectiveness ▪ Strict monitoring and enforcement of NRM laws necessary to protect tourism industry ▪ Environmental Impact Analysis criteria not legally adopted ▪ Acquisition of land and title vary by district ▪ Promote local goods and services ▪ Build environmental constituencies to manage coastal parks, reserves and tourism destinations	▪ Coastal tourism situation analysis and guidelines drafted ▪ Training of stakeholders (livelihood skills, regulations) ▪ Mariculture guidelines devised and disseminated ▪ Construction of interpretive center in Tarangire National Park ▪ Established Nature clubs ▪ Increase in village annual income

Annex 3. Sources for Additional Information on International Tourism and Development

International Organizations

Business Enterprises for Sustainable Development (BEST)
URL: http://www.sustainabletravel.org/
BEST's objective is to serve as a leading source of knowledge on innovative travel and tourism practices that advance business, community and travelers' interests and which also support the economic and social sustainability of destinations.

Canadian International Development Agency (CIDA)
URL: http://www.acdi-cida.gc.ca/index-e.htm
CIDA's mandate is to support sustainable development in developing countries in order to reduce poverty and contribute to a more secure, equitable, and prosperous world. The Agency's work is concentrated in the poorest countries in Africa, Asia, and Latin America.

Conservation International
URL: http://www.conservation.org/xp/CIWEB/programs/ecotourism/ecotourism.xml
Conservation International works to ensure that local people benefit from tourism, and that communities receive training and support to establish and manage their own ecotourism businesses.

Danish International Development Agency (DANIDA)
URL: http://www.um.dk
Reducing poverty in developing countries is central to Danish development cooperation priorities. A number of crosscutting themes are built into DANIDA's development assistance: women's participation in development, the environment, promotion of democracy and observation of human rights. These crosscutting themes are integrated into DANIDA's development activities more generally.

Development Assistance Network for Tourism Enhancement and Investment (DANTEI)
URL: http://www.dantei.org/
DANTEI is designed to facilitate global communications by addressing tourism-relevant information disconnects between host countries and destinations, donors, government and NGO aid recipients, researchers, investors and development practitioners.

Department for International Development
URL: http://www.dfid.gov.uk
The Department for International Development (DFID) is the part of the UK Government that manages Britain's aid to poor countries and works to get rid of extreme poverty.

European Union
URL: http://europa.eu.int/comm/enterprise/services/tourism/index_en.htm
The European Union is a unique, treaty-based, institutional framework that defines and manages economic and political cooperation among its fifteen European member countries.

French Development Agency/ Ministry of Foreign Affairs

George Washington University (GWU)
URL: http://www2.gwu.edu/~cps/about.html
The College of Professional Studies (CPS) focuses on the acquisition and distribution of applied knowledge both in established and in promising emergent professional fields, including tourism.

German Technical Cooperation (GTZ)
URL: http://www2.gtz.de/international-services/index1.asp
GTZ International Services works to improve social, infrastructural and environmental conditions in partner countries. Its goal is to achieve sustainable development through a combination of strictly results-oriented services and close regional cooperation.

Global Environmental Facility (GEF)
URL: http://www.gefweb.org/
GEF grants support projects related to biodiversity, climate change, international waters, land degradation, the ozone layer, and persistent organic pollutants.

Green Globe 21
URL: http://www.greenglobe21.com/
Green Globe 21 is the worldwide benchmarking and certification program which facilitates sustainable travel and tourism for consumers, companies and communities.

Inter-American Development Bank (IDB)
URL: http://www.iadb.org/
The IDB is the main source of multilateral financing for economic, social and institutional development projects as well as trade and regional integration programs in Latin America and the Caribbean.

The International Ecotourism Society (TIES)
URL: http://www.ecotourism.org/
TIES promotes responsible travel to natural areas that conserves the environment and improves the well-being of local people by:
♦ creating an international network of individuals, institutions and the tourism industry
♦ educating tourists and tourism professionals
♦ influencing the tourism industry, public institutions and donors to integrate the principles of ecotourism into their operations and policies

International Finance Corporation (IFC)
URL: http://www.ifc.org/
IFC recognizes tourism's contribution to economic development primarily through the support of hotel investments, although IFC also finances private sector tourism infrastructure and other tourism activities.

International Labor Organization (ILO)
URL: http://www.us.ilo.org/

The ILO's main goal is to promote decent work for all men and women through 1) The promotion of fundamental principles and rights at work 2) More opportunities for women and men to secure decent employment and income 3) Enhanced coverage and effectiveness of social safety nets 4) Strengthened dialogue between government, business and labor.

International Monetary Fund (IMF)
URL: http://www.imf.org/
The IMF is working to foster global monetary cooperation, secure financial stability, facilitate international trade, promote high employment and sustainable economic growth, and reduce poverty.

Italian Development Cooperation (IDC)
URL: http://www.italcoop.org.sz/
The IDC has the Mandate of implementing and coordinating programs financed by the Italian Government and directed towards developing countries.

The Multi-lateral Investment Fund- Latin America and the Caribbean
URL: http://www.iadb.org/mif
MIF projects focus on testing new development approaches and work to promote inclusive economic growth. The central goal is to use both grants and investments to demonstrate new ways to develop micro and small enterprise, build worker skills, strengthen environmental management and improve the functioning of financial and other markets.

National Geographic Society
URL: http://www.nationalgeographic.com/travel/sustainable/
National Geographic Society has a program to increase knowledge about sustainable tourism and destination stewardship. We want to help residents, visitors, and professionals practice what is now being called geo-tourism: tourism that supports the geographical character of the place being visited—its environment, culture, heritage, aesthetics, and the well-being of its citizens.

The Nature Conservancy (TNC)
URL: http://www.nature.org/ecotourism
The Nature Conservancy Ecotourism Program uses guidelines, publications, training opportunities and technical assistance to help its partners and others develop ecotourism enterprises that are environmentally, culturally and economically viable.

Netherlands Development Organization (SNV)
URL: http://www.snv.org
SNV aims to strengthen their partners in their bids to improve the income generating capacity of local communities, to create a fair influence over the way they are governed and to benefit from the natural resources surrounding them while sustaining the environment for future generations.

Organization of American States (OAS) – Inter-Sectoral Unit for Tourism
URL: http://www.oas.org/tourism/home.htm

The Inter-Sectoral Unit for Tourism was created in order to strengthen the tourism group of the Organization of American States, and their activities in the tourism sector.

Rainforest Alliance
URL: http://www.rainforestalliance.org
The mission of the Rainforest Alliance is to protect ecosystems and the people and wildlife that depend on them by transforming land-use practices, business practices and consumer behavior. To create international recognition of sound tourism certification programs and to make their standards widely available to local and regional groups, the Rainforest Alliance conducted a study to establish the feasibility of an international Sustainable Tourism Stewardship Council (STSC).

Spanish Agency for International Cooperation (AECI)
URL: http://www.aeci.es/Default.htm (site available only in Spanish)
Through its international cooperation AECI works for sustainable social and economic development and poverty reduction. To this aim, AECI's initiatives are geared toward contributing to security and peace, humanitarian assistance, the strengthening of democratic systems and the extension of human rights for all.

Swiss Agency for Development and Cooperation (SDC)
URL: http://web.mit.edu/urbanupgrading/upgrading/resources/organizations/sdc.html
The primary philosophy of SDC is to fight poverty through participatory programs, creating sustainable improvements in peoples' lives by involving them in the process. Its main intentions are to improve access to education and basic health care, to promote environmental health, to encourage economic and governmental autonomy, and to improve equity in labor.

United Nations Conference on Trade and Development (UNCTAD)
URL: http://www.unctad.org/Templates/StartPage.asp?intItemID=2068
UNCTAD promotes the development-friendly integration of developing countries into the world economy. UNCTAD shapes current policy debates and thinking on development, with a particular focus on ensuring that domestic policies and international action are mutually supportive in bringing about sustainable development.

United Nations Development Program (UNDP)
URL: http://www.undp.org/
UNDP is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP's network links and coordinates global and national efforts to reach the Millennium Challenge Goals.

United Nations Environment Program (UNEP) Tourism Programme
URL: http://www.uneptie.org/pc/tourism/
To provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations.

United Nations Educational, Scientific and Cultural Organization (UNESCO)

URL: http://portal.unesco.org/en/ev.php-URL_ID=15006&URL_DO=DO_TOPIC&URL_SECTION=201.html
UNESCO multiplies and reinforces educational, scientific and cultural relations, pursuing two closely linked objectives: development which must also respond to a full range of human aspirations without jeopardizing the heritage of future generations; and establishment of a Culture of Peace, based on education for responsible citizenship and full participation in democratic processes.

United States Agency for International Development (USAID)
URL: http://www.usaid.gov
USAID is an independent federal government agency that receives overall foreign policy guidance from the Secretary of State.

USDA Forest Service
URL: http://www.fs.fed.us/
The Forest Services uses an ecological approach to the multiple-use management of the National Forests and Grasslands. The Forest Service provides international technical assistance and scientific exchanges to sustain and enhance global resources and to encourage quality land management. In addition, it helps States and communities to wisely use the forests to promote rural economic development and a quality rural environment.

National Oceanographic and Atmospheric Administration (NOAA)
URL: http://www.noaa.gov/index.html
To understand and predict changes in the Earth's environment and conserve and manage coastal and marine resources to meet our Nation's economic, social, and environmental needs.

USDI National Park Service – Office of Tourism
URL: http://www.nps.gov/tourism
The Office of Tourism provides overall direction and support for the National Park Service's tourism program. It is the liaison to the White House, the Department of State, and other government departments and agencies on tourism issues. It is the primary point of contact for national and international travel and tourism industry officials and professionals.

USDI Fish and Wildlife Service
URL: http://www.fws.gov/
The mission of the U.S. Fish and Wildlife Service is to conserve, protect and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people. The Service works with other government agencies in building a partnership-based approach to stewardship through conservation through cooperation, communication, and consultation.

U.S. Peace Corps
URL: http://www.peacecorps.gov
Three simple goals comprise the Peace Corps' mission:
1. Helping the people of interested countries in meeting their needs for trained men and women. 2. Helping promote a better understanding of Americans on the part of the peoples served. 3. Helping promote a better understanding of other peoples on the part of all Americans.

University of Rhode Island/Coastal Resources Center (CRC)
URL: http://www.uri.edu/
CRC mobilizes governments, business and communities around the world to work together as stewards of coastal ecosystems. CR strives to define and achieve the health, equitable allocation of wealth, and sustainable intensities of human activity at the transition between and the land the sea.

Wildlife Conservation Society (WCS)
URL: http://wcs.org/
The Wildlife Conservation Society saves wildlife and wild lands through careful science, international conservation, education, and the management of the world's largest system of urban wildlife parks.

The World Bank Group
URL: http://www.worldbank.org
The World Bank is a development Bank which provides loans, policy advice, technical assistance and knowledge sharing services to low and middle income countries to reduce poverty.

World Conservation Union (IUCN)
URL: http://www.iucn.org/
IUCN works to apply sound ecosystem management to demonstrate how this is the only way to sustainable livelihoods for those directly dependent on natural resources. IUCN has been actively engaged in restoring ecosystems and regenerating people's lives, economies and societies.

World Tourism Education Council
URL: http://www.world-tourism.org/education/council/menu.html
The WTO Education Council maintains information databases in tourism education, training and research and undertakes other initiatives to support that international knowledge community.

World Tourism Organization (WTO/OMT)
URL: http://www.world-tourism.org
The WTO/OMT, a specialized agency of the United Nations, serves as a global forum for tourism policy issues and practical source of tourism know-how.

World Travel and Tourism Council (WTTC)
URL: http://www.wttc.org/
WTTC's mission is to raise awareness of the full economic impact travel & tourism. Governments are encouraged to unlock the industry's potential by adopting the Council's policy framework for sustainable tourism development.

Internet Resources

http://www.ecoclub.com
A clearinghouse for ecotourism information, including jobs, events, publications, university courses, and finance sources

http://www.nric.net
A compilation of USAID natural resource management and sustainable tourism projects from 2000 forward.

http://www.planeta.com
A website that presents articles and discussion about the environment and travel. Several resources including Exploring Ecotourism Resource Guide are available.

http://www.world-tourism.org/step/step.htm
ST-EP (Sustainable Tourism - Eliminating Poverty), a WTO program, focuses on longstanding work to encourage sustainable tourism - social, economic and ecological - which specifically alleviates poverty, bringing development and jobs to people living on less than a dollar a day. It will target the world's poorest countries, particularly in Africa and developing states in general.

Additional Resources

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Ivor Jackson. Issues Paper: Potential impact of climate change on tourism. St John's Antigua: Ivor Jackson and Associates. 41 p.

The Nature Conservancy. 2004. Ecotourism Development: A manual for conservation planners and managers. Arlington, Virginia: Nature Conservancy. 111 p.

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World Tourism Organization. 2001. Sustainable Development of Ecotourism: A compilation of best practices. Madrid, Spain: World Tourism Organization. 261 p.

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World Tourism Organization. 2003. Climate Change and Tourism: Proceedings on the first international conference on climate change and tourism. Djerba, Tunisia: World Tourism Organization. 55 p.

World Tourism Organization. 2004. Indicators of Sustainable Development for Tourism

Destinations, a guidebook. Madrid, Spain: Word Tourism Organization. 518 p.

World Travel and Tourism Association. Blueprint for New Tourism. WTTC. 16 p.

Vargas, M. and L. Aguilar. Gender Makes the Difference. IUCN. 2 p.

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Diamond, Nancy K. 2005. Case Study: Community-based natural resource management in Namibia. Washington D.C.: USAID. Case study produced for USAID/EGAT seminar series natural resources and poverty reduction, jointly sponsored by USAID's Office of Natural Resource Management and USAID's Office of Poverty Reduction. October 2004- March 2005.25 p.

Jones, Brian. 2004. Text for Namibian presentation to the WTO tourism policy forum, Washington, October 2004. Washington, D.C: World Tourism Organization. 12 p.

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World Bank Group, *Millennium Development Goals: Build a Global Partnership for Development*. http://www.developmentgoals.org/Partnership.htm.

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World Tourism Organization, *Tourism and Poverty Alleviation*. Milan: WTO, 2002.